M.H. deYoung Memorial Museum
Site Selection Study

Prepared for The Fine Arts Museums of San Francisco
by Sedway Consulting, ROMA Design Group and Associated Consultants
June 1997

ERRATA SHEET

Page 2, Paragraph 2, the first sentence should read as follows:
The final set of *45* evaluative criteria (and 147 constituent measures) were then used independently by the team of technical consultants, including professional planners, urban designers, structural and soils engineers, civil engineers, transportation and traffic engineers, and real estate economists.

Page 2, Paragraph 2, the final sentence should read as follows:
The technical findings on the sites are presented in technical reports, included *with* this report as appendices.

Page 7, Paragraph 1 should read as follows:
The second step was to review these resulting districts and their 11 separate areas, and by applying other area-type suitability criteria, *screen them* down to six finalist areas.

Page 8, Paragraph 5 should read as follows:
The Port also has been *willing* to consider the museum on other of its piers, but given the prior results of structural analysis of Piers 27 and 29, it was determined that no pier can meet the very high standard of art asset protection the museum requires. Moreover, the *Ferry Building* RFP has not yet been formulated nor its scope determined.

Page 17, Paragraph 2 should read as follows:
Open space is limited, although Justin Herman Plaza provides nearby pedestrian-oriented hard space, and Walton Square Park, *one* block to the northwest, provides a full one-block landscaped green space with lunchtime-oriented retail uses.

Page 21, Paragraph 2 should read as follows:
The process went further in technical terms by listing *147* measures (of a numerical and/or statistical nature), here termed factors, which could be used to gain an even clearer insight into the qualities and characteristics of each site.

Page 23, **Criterion 2.3 should read as follows:
Assure that Museum is Located Within Walking Distance of Transit Stop or Station Which, with Public Transit, Can Accommodate the Vehicles of a Substantially Increased Number of Museum Visitors.

Factor: *See Criterion 2.1 above.*

*Criteria 2.3 and 2.4 should now be **Criteria 2.4 and 2.5, respectively.*

Page 42, Paragraph 1 should read as follows:
Although its plans for the area remain indefinite, it has traditionally viewed this area as a major *revenue* opportunity on the landward side of Embarcadero.

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I. EXECUTIVE SUMMARY

The de Young Museum and Golden Gate Park have long been associated. The nature of their origins and joinder perhaps foretold the problems they might face in the future, and which have given rise to this study.

In 1894, a world's fair was opened in San Francisco on a "temporary" site. This was considered acceptable for a short period in a then desolate portion of the relatively young Golden Gate Park. The fair's enormous popularity, however, led to the later conversion of one of its buildings, which had hosted almost two million visitors during the world's fair, into a fine arts museum — the de Young Museum.

After a century of peaceful coexistence, as the park and museum matured and as the population of the city increased and recreational pursuits expanded, serious conflicts began to emerge. Recently, those conflicts culminated in the characterization of the museum as non-recreational by city staff, perhaps reflective of a future vision of the park devoid of urban elements. This undermined the museum's status as a park feature.

The pressures on the museum are not simply recreational and institutional. The museum, although surviving the 1906 Earthquake, did not fare well in the 1989 Loma Prieta Earthquake. The Trustees decided that a new museum building outweighed other options, and commissioned a study of alternative sites, along with the current site. After that report was submitted, the Trustees decided to try to remain in the park, but with an added underground garage. The required bond issue failed to receive the requisite two-thirds vote, and a restudy, which this report conveys, was initiated in late 1996.

The restudy capitalized on the earlier site screening by using the prior narrowing to six finalist city districts, and then to six finalist sub-district areas which included 34 candidate sites. These were reviewed and updated and seven sites were identified as the finalist group. This now included two existing buildings, the Ferry Building and the old Federal Building. The seven sites were further evaluated for their availability within the time frame posited for action; this eliminated both of these existing buildings as well as Letterman Hospital.

This left four sites for further evaluation: the existing de Young Museum site, Transbay District sites, Mid-Embarcadero Blocks 202 and 203, and a site at the junction of Broadway and the Embarcadero. Two Transbay District sites were selected from several options in a special study based on the Transbay District Concept Plan, and one of these, the site of the Transbay Terminal itself, was eventually selected as the Transbay District site for further study. A prototype site development plan for each of the four sites is shown on pages following discussions of the sites.

The site selection process utilized a comprehensive set of evaluative criteria. The initial basis for these were the six goals and constituent objectives for the new museum adopted in 1996 by the Trustees. These focused largely on needs from a museum perspective, and were later supplemented by

two goals directed predominantly at public and city needs proposed by participants in a series of public forums, and by one goal included by the consultants involving feasibility. In addition, a series of basic assumptions were utilized, including a set of requirements and a development program previously adopted.

The final set of four evaluative criteria (and 147 constituent measures) were then used independently by the team of technical consultants, including professional planners, urban designers, structural and soils engineers, civil engineers, transportation and traffic engineers, and real estate economists. The four finalist sites were studied both "in the field" and using secondary sources and interviews. The technical findings on the sites are presented in technical reports, included in this report as appendices.

The criteria were weighted by four levels of importance: critical, highly significant, significant, and moderately important. The separate judgments made in the technical reports are incorporated herein via a series of succinct verbal assessments, prepared by the technical consultants and compiled in chart form. These were also converted by them into specific ratings of each site for each criterion — a total of 180 judgments. These indicated whether a site was very high, high, average, low, or very low in meeting the criterion.

The composite statistical results are included in the conclusions and recommendations section of the report. No single site is ideal from all standpoints. However, based on the weightings and ratings for the criteria, the overall rank order of desirability of the four sites is as follows:

#1 — Mid-Embarcadero

#2 — Broadway/Embarcadero

#3 — Transbay District

#4 — Golden Gate Park

The Mid-Embarcadero site ranked substantially higher than the other sites, while the Golden Gate Park site ranked substantially lower.

The Golden Gate Park site, a natural, remote setting, scored notably lower overall in public security, public accessibility, transit access, parking access, environs conflicts, visitorship, revenues, compatibility, public plan and program consistency, stimulation of the public economy, approval obstacles, relocation cost, financial support, and future expansion. It ranked highest overall in operations because it is closest to the Palace of the Legion of Honor. (However, when viewed from the perspective of FAMSF museum distribution and visitorship, this is a drawback.) It also ranked best in ventilation cost (the air is naturally fresher due to prevailing winds), adjacent open space, and ease of construction.

The Transbay Terminal site ranked third overall, scoring approximately 10 percent lower than the highest rated site. The area now functions as a major transportation entry into the city. As the newest urban frontier of the city it is malleable, embryonic, diverse, diffuse, and somewhat undefined. Its locational conflict with the proposed CalTrain underground station, no matter how that matter is resolved, remains a notable negative. It scored lowest overall on site/traffic loading; operations; identity/image; environmental amenity; and project processing. It ranked highest overall in transit access, parking access, consistency with

city programs (Transbay District renewal), and expansion potential.

The Broadway/Embarcadero site ranked second overall but very close in ranking to the Transbay Terminal. It is in a largely low-scale, predominantly open waterfront-oriented site, which, however, is poorly identifiable and only moderately accessible. It scored lowest overall in lack of synergy with environs uses, and acquisition costs. It scored highest overall in ambient light, consistency with public plans, and compatibility with surroundings.

The highest ranked site among all sites, by a nine percent margin, is the Mid-Embarcadero Blocks 202 and 203 site. This site may be seen as being at or near the heart of the city, with growing public access due to new transit lines and ferry services, along with BART and Muni Metro. It ranked highest overall in public security, emergency services, public economic enhancement, project processing, and financial support. It shared the highest ranking with one or more of the other sites on 19 other criteria, including land acquisition cost (none, shared with the park site). It has the lowest overall ranking in only one criterion — ambient light.

Museum leaders, confronted with new and challenging demands, are often enjoined figuratively to "think outside the box", i.e., avoid conventional responses. In the case of the de Young Museum this takes on special significance. Its leaders and officials must not only think literally outside the structural box of an obsolete building, which they already have done, but also outside the geographic box of their long-time home, Golden Gate Park. It is strongly recommended they now do that also. Once done and a sound decision made, the Fine Arts Museums will be able to move the de Young Museum to a logical location and thereby move it boldly into the new millennium.

II. BACKGROUND AND PURPOSE

The de Young Museum and Golden Gate Park have been associated for more than a century. Their genesis perhaps suggested their ultimate destiny.

During the late nineteenth century, the concept of a public park had broad appeal in a democratic society. Frederick Law Olmsted, the planner of Central Park in New York, proposed a public park in San Francisco. The state legislature adopted a law in 1870 to create that park, which was designed by Olmsted. A few decades later, the World's Columbian Exposition opened in Chicago in 1893. It was extraordinarily popular. Because of its success, the San Francisco Park Commission decided to depart from the exclusive park use to host the California Midwinter International Exposition in what was then an undeveloped area east of Stow Lake. The campaign was spearheaded by Michael de Young and James Phelan. The fair opened in January 1894 and closed six months later. The physical legacy of the fair included the Japanese Tea Garden, the Music Concourse and, most significantly, the de Young Museum, which had been built in an Egyptian-style structure as the fair's Fine Arts Building.

Since its opening, the de Young Museum has been an important part of the San Francisco cultural, historical, and physical landscape. And at its inception and for many years, the museum and the expanding park were largely compatible. Over the past decades, however, as demand both for park and museum use increased, there has been growing friction between them because of their intrinsically differing missions in terms of urban "connectedness." The park has sought to remain an "oasis from urban pressures through passive and active recreation. The museum has sought exposure and full access. As the patronage and adequacy of public transit declined, and as the museum mounted exhibits which had fluctuating high visitorship superimposed on increasing visitorship on weekends, great pressure was placed on a meager parking supply. Peak use by museum visitors on weekends coincided with peak use by recreational visitors, but the peaks had gotten higher.

After the 1989 Loma Prieta Earthquake, the City and County of San Francisco produced a 1991 assessment of the museum as having the city's highest seismic risk and being susceptible to collapse in the event of another earthquake. The significant seismic problems, the high level of visitorship, and the value of the objects in the museum caused the city to propose moving ahead with a plan to renovate the museum. The trustees also undertook a temporary interim bracing project to reduce the risk of collapse.

The museum evaluated several options, including a seismic renovation and code upgrade, a seismic renovation with partial reconstruction, and an entirely new facility. The trustees determined that a new facility would be most cost-effective and allow it to meet future demand. The new museum concept would include shifting the museum slightly to the east and would include direct access to an underground parking garage from outside the park. Given the opposition to this, the trustees determined that other sites should be studied.

This resulted in a site selection report in January 1996, and a decision by the Trustees to remain in the park and place a general obligation bond issue on the ballot in November 1996. That measure was defeated.

The conflicts were dramatized in an official form recently when the environmental impact report on the Golden Gate Park Draft Master Plan was released. That assessment characterized the museum as a non-recreational land use in the park, excluded the museum as well as the Academy of Sciences from study, and included as one of the analyzed alternatives a scenario with permanent closure of John F. Kennedy Drive, extending the current Sunday and holiday closures to every day of the week. Significantly, there was no assessment of the impacts on the museum of such road changes and closures.

In light of the defeat of the November 1996 bond measure and a growing awareness of incompatibility and conflict, the museum commissioned an updated site selection study. The results of that study are included in this document. The study team was led by Paul Sedway of Sedway Consulting, Urban Planners, with technical input from: ROMA Design Group, Urban Designers; Rutherford & Chekene, Civil and Structural Engineers; Sedway Group, Real Estate and Urban Land Economists; Swinerton & Walberg, Construction Specialists and Cost Estimators; and Wilbur Smith Associates, Transportation Planners and Traffic Engineers.

III. THE SITE SELECTION PROCESS

Study Chronology

This report documents the results of the New de Young Museum Site Selection Restudy. The term "restudy is used to distinguish it from the prior site selection study conducted from July 1995 to January 1996. That initial study was designed to ensure that no suitable site in the city would be overlooked. Obviously, to undertake a detailed review of each of the hundreds of possible sites and buildings in the city was infeasible. Hence, at the outset of the initial study, it was decided that a four-step screening sequence would be followed. The first step involved the initial identification of the 18 official districts comprising the city and the application of district suitability (broad city planning-type) criteria to these, resulting in six finalist districts. The second step was to review these resulting districts and their 11 separate areas, and by applying other area-type suitability criteria, which screened down to six finalist areas. The third step was to take these six areas — now constituting a manageable acreage, and identify 34 candidate sites; these were subjected to site-scale criteria and a fatal flaw exclusion process, resulting in eight finalist sites. The fourth and last step was to subject these eight sites, which the Board of Trustees subsequently reduced to five by eliminating existing buildings, to a detailed technical analysis.

To build upon the early 1995-1996 screening during this 1997 restudy, the consultants started at the prior Step 3, that is, to once again review the six finalist areas with new insights and with the "ripening" and "withering" of some of the original 34 sites, and with some new sites added. At the same time, the Trustees modified one of the key assumptions by removing their prior rejection of existing buildings. This led to a list of seven sites or buildings determined to be preliminary feasible. These seven sites or site groups were as follows:

- the existing de Young Museum site in Golden Gate Park,
- the Letterman Hospital site in the Presidio.
- the old Federal Building in the Civic Center,
- the Transbay District sites,
- the Ferry Building,
- the Mid-Embarcadero Blocks 202 and 203, and
- the site at the terminus of Broadway at the Embarcadero.

These sites provided a broad range of choice from the standpoints of geography, setting, vacant land versus existing buildings, and agency jurisdiction.

Screening for Availability

Because of the increasingly urgent need for a new de Young Museum, a new and overriding non-locational, non-physical criterion was used, which can be termed the fourth dimension of timing. It was deemed highly desirable for the Trustees to make a final decision during the

spring or summer of 1997, because if another vote were essential considerable work would be needed by the targeted November 1998 ballot. To postpone action beyond this point and not be on the next general election ballot, would mean that fewer voters would express their views, momentum would be lost, and public interest would wane. Of course, there also could be further decline in structural stability of the existing building and its ability to withstand another seismic event, as well as decreasing attendance. To avoid this spiral of decline, a timely decision was needed.

Clearly, from the standpoint of assuring guaranteed availability, no site in San Francisco can ever be considered totally secure. However, there is a range of tolerable risk. Based on that consideration, three of the seven sites were considered to have too high a risk, with either no, or very limited, likelihood of site availability within the time-frame. These three were the Letterman Hospital Site at the Presidio; the Old Federal Building in the Civic Center; and the Ferry Building. Coincidentally, these included the only two sites with existing buildings proposed for consideration of occupancy: the old Federal Building and the Ferry Building.

The Presidio Trust Board, which will formulate policy regarding land leases, was to have been appointed within 90 days of enactment of the original legislation. However, its appointment was delayed for about six months. It is likely to be many more months before land policy is fully established. A plan by the Presidio Trust is not required until one year from the date of its first meeting, although the board might act before that time. No formal meeting has yet been held as of this writing.

The Old Federal Building has not yet been declared surplus. A study was completed and sent to the General Services Administration (GSA) in Washington, documenting the high level of restoration required. If the GSA were to declare the building surplus, which is likely, it would first be offered to other federal agencies, then after a period of time to homeless providers, which, once certified, can make application for the site. Schools and museums can make application through the Department of Education, and the city, once an appraisal is made, also can indicate its interest in purchasing the building at the minimum cost appraisal. All this suggests it could take from nine months to a year before the entire disposition process is completed after a declaration of surplus. The museum might then get the building only on an as-is basis, unless federal legislation were passed to fund the expensive seismic renovation and historic restoration of the building.

The Ferry Building is under the jurisdiction of the San Francisco Port Authority. That authority has decided to issue a request for proposals for use of the building. The Port also has been seeking willing to consider the museum on other of its piers, but given the prior results of structural analysis of Piers 27 and 29, it was determined that no pier can meet the very high standard of art asset protection the museum requires. Moreover, the Port's RFP has not yet been formulated nor its scope determined. Given the time requirement for preparation, dissemination, response, review, etc., it will likely be months before issuance of the RFP, and another several months before decision.

Final Candidate Sites Evaluation

Thus, from the standpoint of delay, the three above sites were eliminated from study, leaving five sites for consideration: the Golden Gate

Park site; two Transbay Terminal Area sites; Mid-Embarcadero Blocks 202 and 203; and the Broadway/Embarcadero site.

A separate study of the Transbay District sites was undertaken for the de Young Museum and Academy of Sciences by SMWM. Many options were identified for the de Young, of which two were selected for further review. These included the Transbay Terminal block (Mission, Howard, First and Fremont) and the interior of the block immediately to its west (Mission, Howard, First and Second). The New de Young Museum Study Committee, based largely on perceived problems with control of surroundings and lack of exposure on the western block, opted for the Transbay Terminal block for final study.

Another key step in the study process was revision of the criteria to be used in the comparative evaluation of the four sites. The basic point of departure for reconsidering these criteria were newly established goals and objectives adopted by the Board of Trustees.

As a parallel effort to this study, a series of public meetings were held. At these meetings, two additional goals were proposed and added, and a goal relating to feasibility also was added by the consultants.

Based on these goals and objectives, a series of criteria were devised, along with constituent "measures" to be used in making judgments on the criteria. The goals, objectives and criteria are presented in detail in Section VI. Judgments on them were the core determinants of the conclusions and recommendation in this report.

IV. BASIC ASSUMPTIONS

Among the basic assumptions used in devising the criteria and applying them to the sites, the most important is the museum's site and space program. This is found in the appendices. There are, however, other site characteristics that are considered so important by the museum that they are listed here as site assumptions. The following official museum policy may be viewed as minimum requirements. However, they are also reflected in various of the criteria used for comparative purposes, since they may not be fully met in some instances.

I. Location and Site Criteria

A. Site Area

1. The site should accommodate, at a minimum, development of a building of 250,000 gross square feet (exclusive of parking square footage). Development could include one or more basement levels and two to three stories above ground.

2. The minimum site area should be 150,000 square feet.

3. The site should accommodate additional exterior improvements for the creation of a significant open space component to ease the relationship with the urban setting, and to create a landscaped sculpture garden of approximately 30,000 square feet.

4. The building footprint capacity should be at least 90,000 square feet, plus an additional 10 to 20 percent for site access, loading or unloading.

5. The site ideally should accommodate expansion opportunities of up to 100 percent but no less than 50 percent, which may be accomplished on the existing footprint and/or adjacent or nearby open space.

B. Site Characteristics and Compatible Uses

1. The site or structure should allow the museum to create or project its identity, should allow design flexibility, and should be able to reflect the museum's vision of welcoming diverse audiences.

2. The site should accommodate walk-in visitors, compatible relationships between and to surrounding uses, good association with existing, compatible activity centers and visitor attractions.

3. The site should allow for substantial use of daylight in public areas and galleries.

C. Security

Site and environment should be reasonably secure for visitor and staff access and should enhance the recreational and cultural value of the museum experience.

D. Existing Site Improvements

1. The site should be free of any liens, easements or rights of way that could limit or unreasonably delay development.

2. Any structures located on the site that

would require demolition or renovation should be free from limitations on such demolition or renovation.

E. Utilities

The site should be serviced by all major utilities directly to or immediately adjacent to the site. Such utilities should be of a capacity which can service the proposed development.

F. Transit

1. The site should be accessible to frequently scheduled transit lines with stops at a convenient walking distance.

2. Access to major regional transit such as BART is preferable.

G. Vehicular Access

The site should be directly accessible from at least two major streets and have an on-site capability of providing an off-street parking facility of at least 400 cars either in a separate structure, as a part of the museum building, or in nearby existing parking areas.

H. Toxics

The site should be certified to be free of chemical, metal, mineral, or other soil contaminations, or the cost and feasibility of abatement must be reasonable.

I. Geotechnical

1. Soil conditions of the site should be reasonably free of susceptibility to slippage or liquefaction during a major or great earthquake such that:

   (a) the structure(s) can be upgraded or adequately designed to meet the stringent protection requirements of an art museum; and

   (b) such construction can be undertaken at costs which are not prohibitive.

2. Soil conditions should be reasonably free of underground water or other ongoing drainage conditions.

II. Economic and Public Interest Issues

A. Ownership

The site should be owned by, or available for, acquisition by the City.

B. Master Plan

The site development should be consistent with the objectives and policies of the Master Plan for public use activities and other pertinent Plan elements.

C. Acquisition and Construction Costs

1. Cost of the site/building should bear a reasonable relationship to the public interest benefits achieved at the new location, including relocation from Golden Gate Park and disposition of the existing facility.

2. Costs of acquisition and construction should be reasonable and feasible from public and private sources.

Appendix A provides a more detailed breakdown of the space program as accommodated within two distinct architectural forms: 1) an urban building; and 2) a pavilion or campus pattern and form.

THE FOUR FINALIST SITES

The Four Finalist Sites

V. THE FOUR FINALIST SITES

The following are the four finalist sites. A prototypical and highly conceptual development plan has been prepared for each to convey in graphic form one possible means for siting and configuring the museum.

Golden Gate Park

This approximately eight-acre site, located within renowned Golden Gate Park, enjoys a pleasant aesthetic setting of an active and distinguished urban park. Being in the park in the western portion of the city, the site is removed from urban activity and from major transit facilities, hotels, and other attractions located in the downtown and central area of the city. Yet the immediate clustering of cultural facilities and museums around the site helps to generate activity and create a locally identifiable space within the park. The site is screened from view from Fulton Street, the major thoroughfare that constitutes the park's northern border.

Although the structure is largely shielded from view from JFK Drive, it enjoys a level of visual prominence within its enclosed setting. Because of its largely hidden quality, the site does not have enormous public exposure, although its location is fairly well known to the public. The site is situated along the northern edge of the Music Concourse, a formally landscaped pedestrian area providing walking paths and seating areas. The Music Concourse provides an identifiable pedestrian-oriented space, and acts as an organizing element around which the de Young Museum, Asian Art Museum, Japanese Tea Garden, and California Academy of Sciences form a unique and identifiable space in the park. Nearby open space is abundant with heavy recreational use. The Asian Art Museum is slated to leave this area and relocate to the Old Main Library building.

GOLDEN GATE PARK

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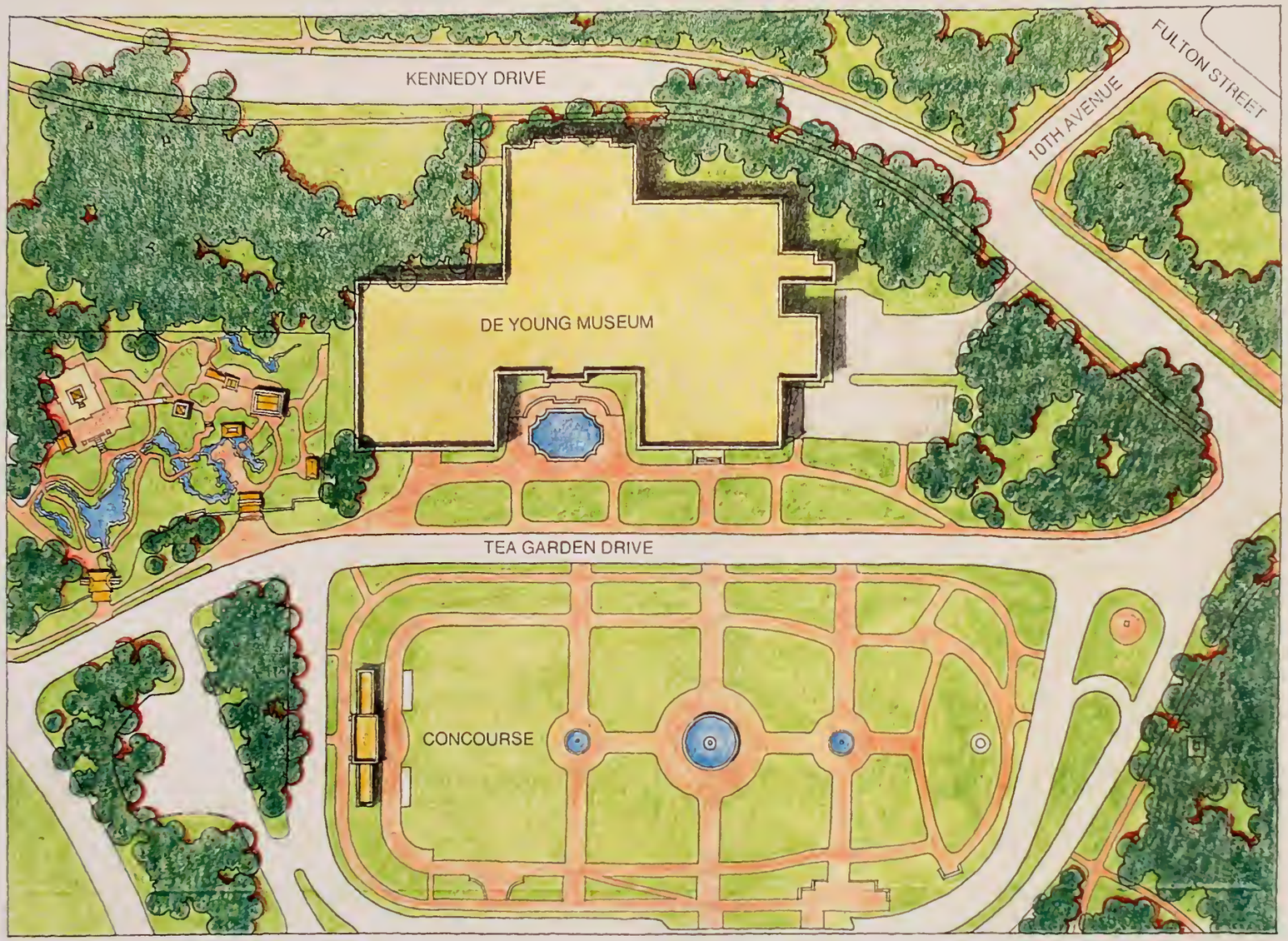

GOLDEN GATE PARK

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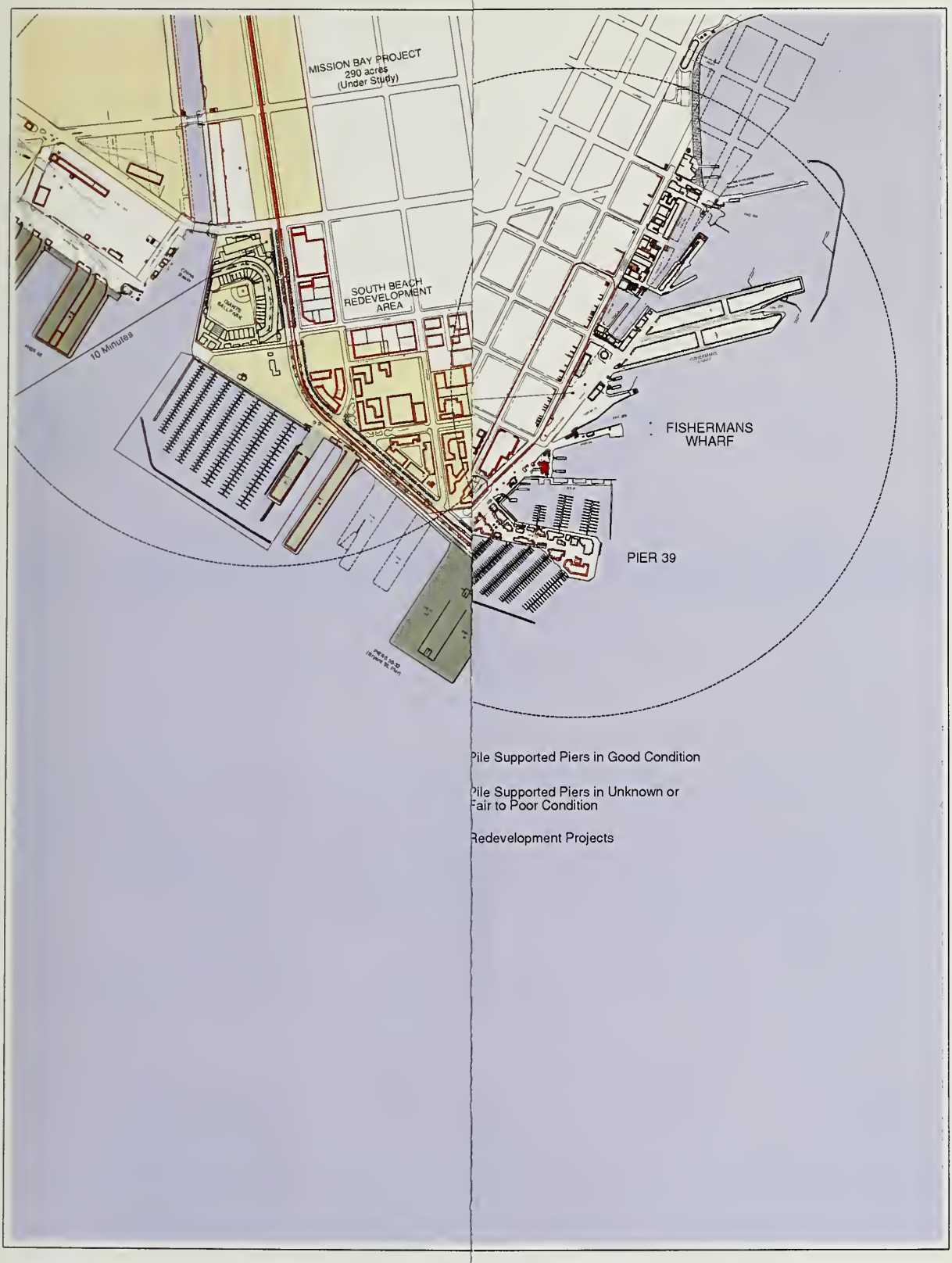
MISSION BAY PROJECT
290 acres
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PIER 39
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Fair to Poor Condition
Redevelopment Projects
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NORTHEAST WATERFRONT

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Transbay District

The selected Transbay site, bounded by Mission, Howard, First, and Fremont streets, encompasses approximately 3.8 acres. The existing Transbay Terminal is currently located at this site, as well as a surface parking lot and a two-story manufacturing building to the south of the Terminal. The site is zoned for commercial uses. The surrounding area is a mix of commercial office, transit, surface parking, retail, and light industrial uses. The area immediately adjacent to and south of the site is characterized by mixed-use lower buildings and surface parking lots. Office buildings with ground-floor retail predominate along Mission Street, while small-scale industrial uses front the alley streets such as Natoma, Tehama and Clementina streets. The site and adjacent properties lack greenery and open space. There are some vacant and underutilized parcels in the area, providing opportunities for new development and open spaces. The planned relocation of the Transbay Terminal from this site also opens up the area to new development opportunities, although the proposed new downtown CalTrain extension and underground station traverse the site.

Situated in a highly urban setting, the site occupies a central location within downtown San Francisco. Although in close proximity to vibrant downtown districts such as Yerba Buena Center, Multi-Media Gulch, the financial district, and South Beach, the site itself lacks visual identity. The demolition of the Embarcadero Freeway and the Terminal Separator, as a result of the 1989 Loma Prieta Earthquake, has resulted in large volumes of vehicular traffic passing by the site to and from the Bay Bridge. Given the site's current use as a regional transportation hub, the site enjoys a high level of accessibility by a variety of transportation modes.

TRANSBAY TERMINAL

TRANSBAY TERMINAL

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ft 0 50 100 200

TRANSBAY

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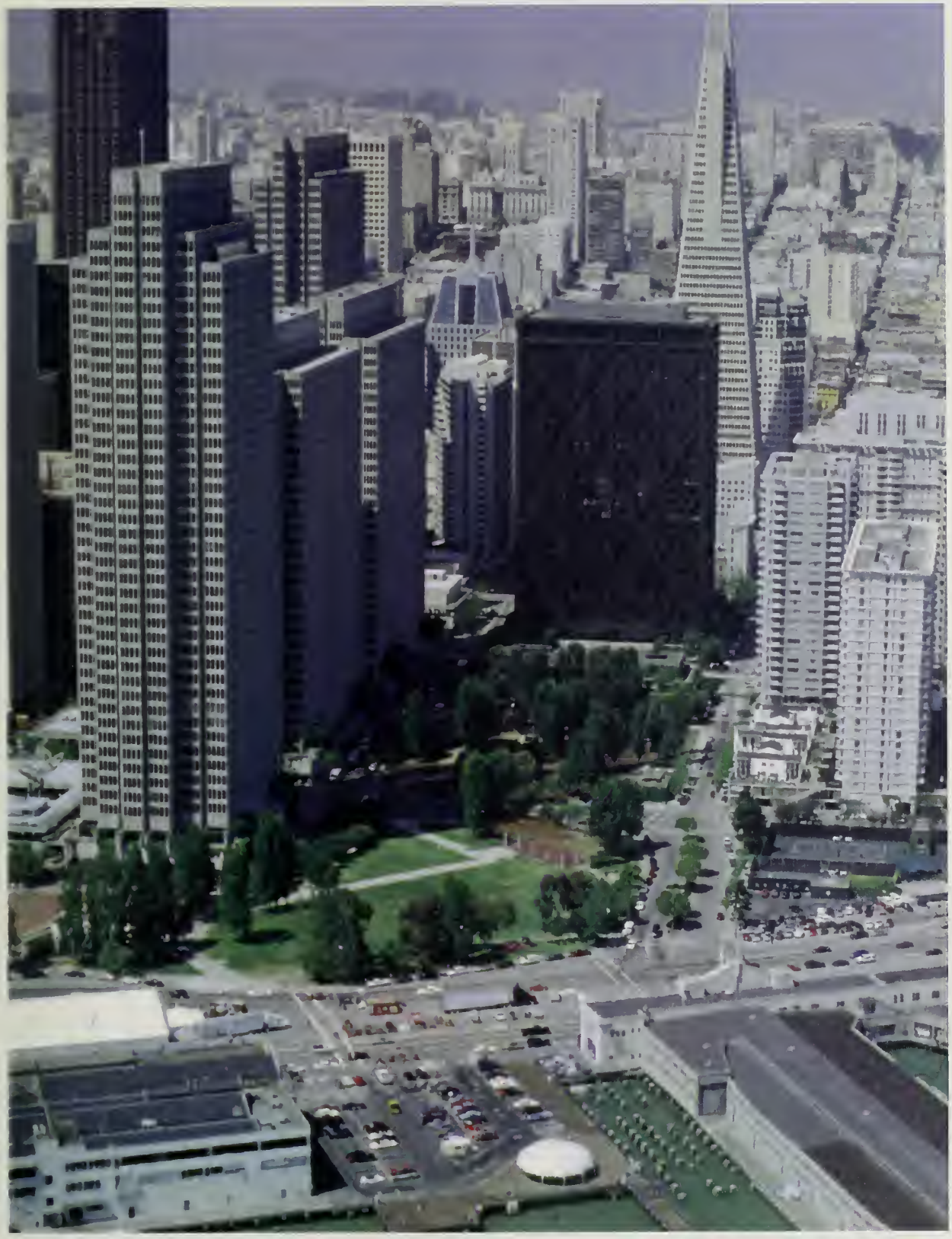
Mid-Embarcadero

Blocks 202 and 203, between Davis the Embarcadero, Clay and Washington streets, encompass approximately 2.8 acres. The site is currently a landscaped open space with concrete paths and seating, surrounded by a mix of office, retail, and residential uses. This area, the Embarcadero Center-Golden Gateway area, is widely considered one of the most exemplary urban mixed-use projects in the nation. The Embarcadero roadway fronts the site along its eastern boundary, the Embarcadero Center borders the site to the south, Justin Herman Plaza is adjacent to the site on the southeast, the Golden Gateway residential area is on the north, and Maritime Plaza is to the west.

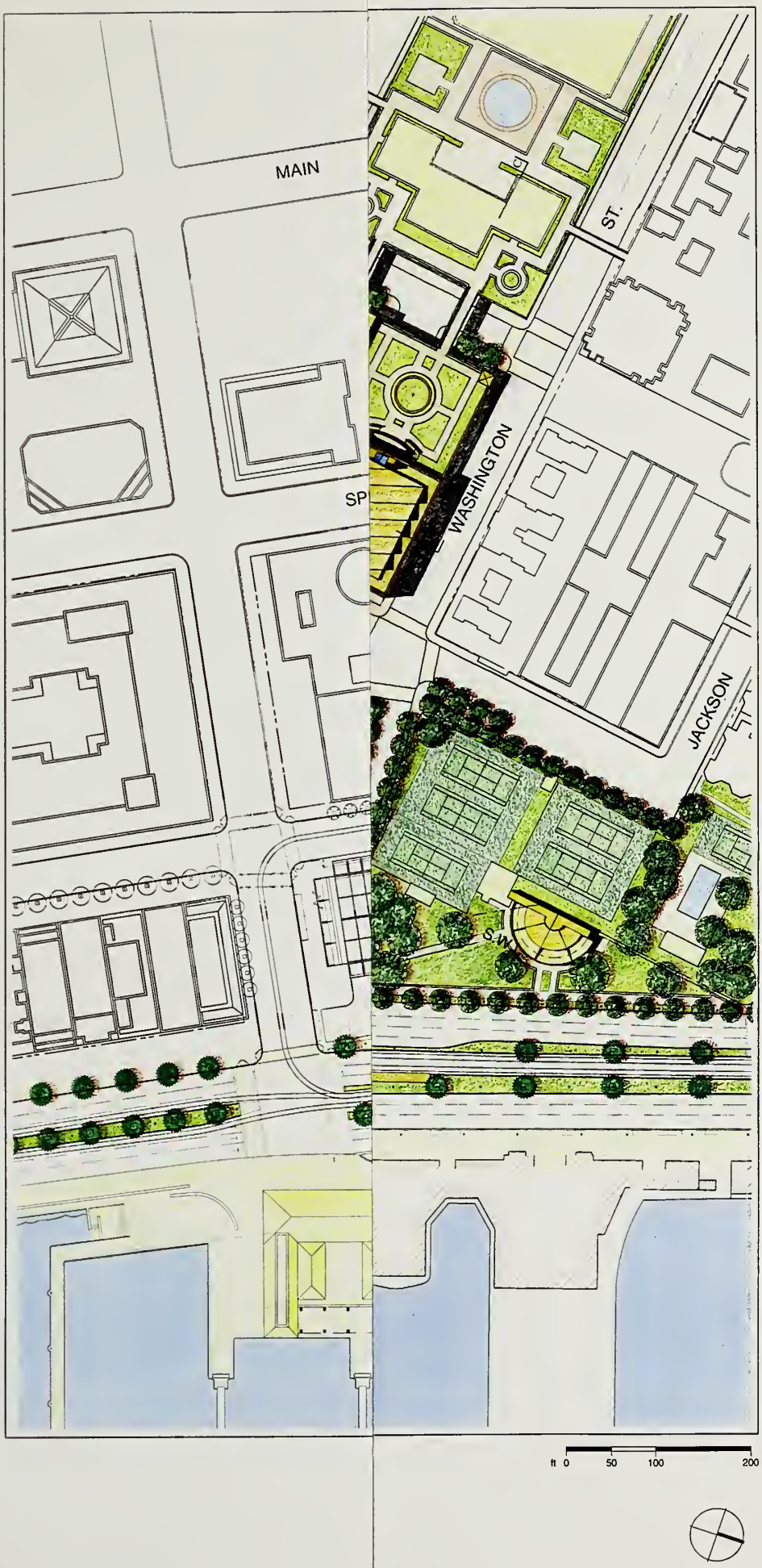
The site is designated as an Open Space (OS) District unless and until it becomes part of the redevelopment area. The character of development in an OS district, including height and bulk, must be in accordance with the policies of the Master Plan. The northern portion of Block 202 is under the jurisdiction of the Recreation and Park Department. Open space is limited, although Justin Herman Plaza provides nearby pedestrian-oriented hard space, and Walton Square Park, approximately three walking blocks to the northwest, provides a full one-block landscaped green space with lunchtime-oriented retail uses.

The site is easily identified by the general public, oriented by nearby landmarks such as the Ferry Building, the Hyatt Regency, the Embarcadero Center, and Justin Herman Plaza. Food and retail services abound and constitute pedestrian-generating attractions in the area. The site also enjoys a high level of accessibility in the form of transit service and walking proximity to other destinations and hotels. Several parking facilities are located near the site, including underground parking associated with the Embarcadero Center and Maritime Plaza. Additionally, Piers 1 and 3 and surface lots in that area currently provide parking spaces.

MID-EMBARCADERO



MID-EMBARCADERO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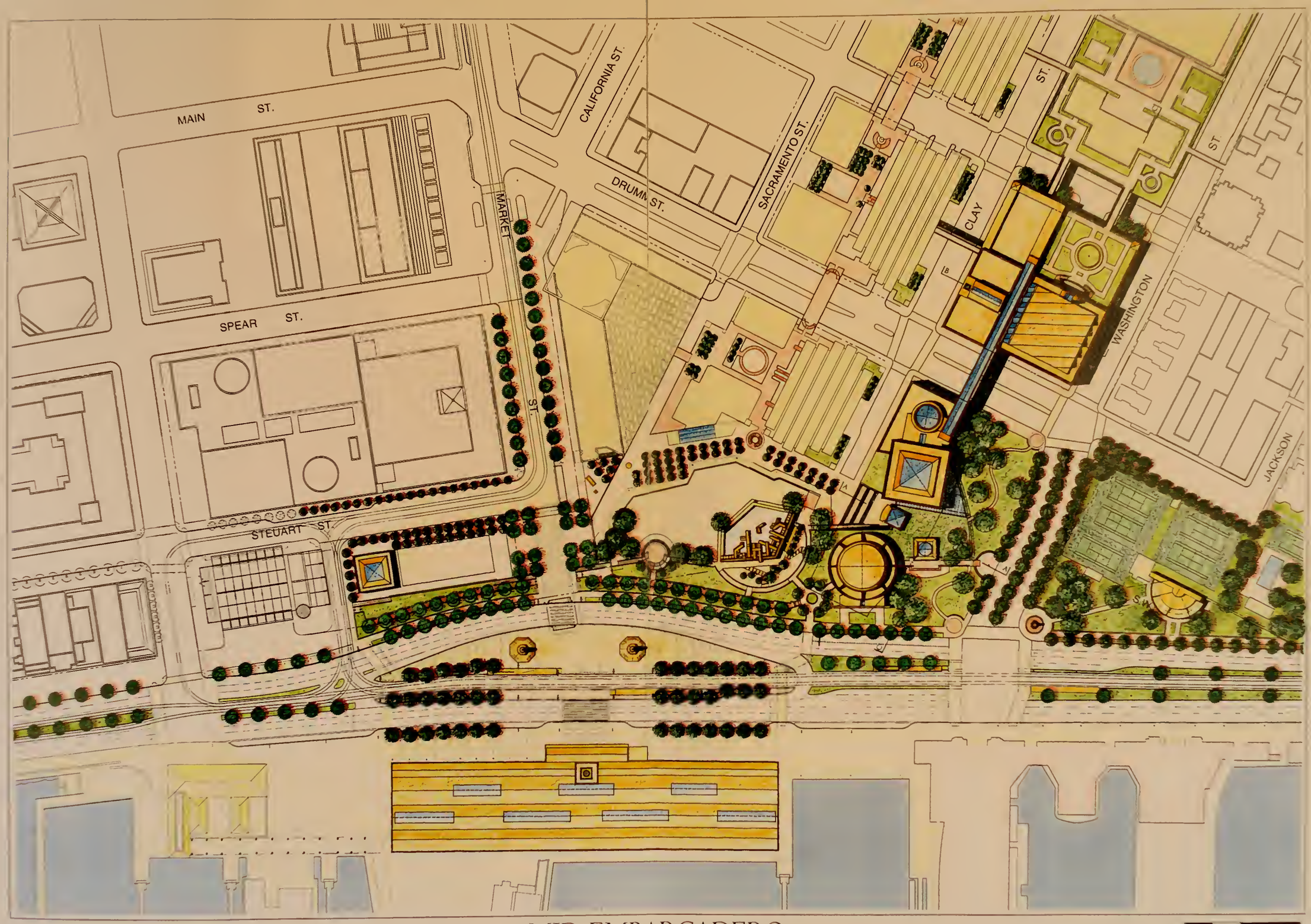

MID-EMBARCADERO

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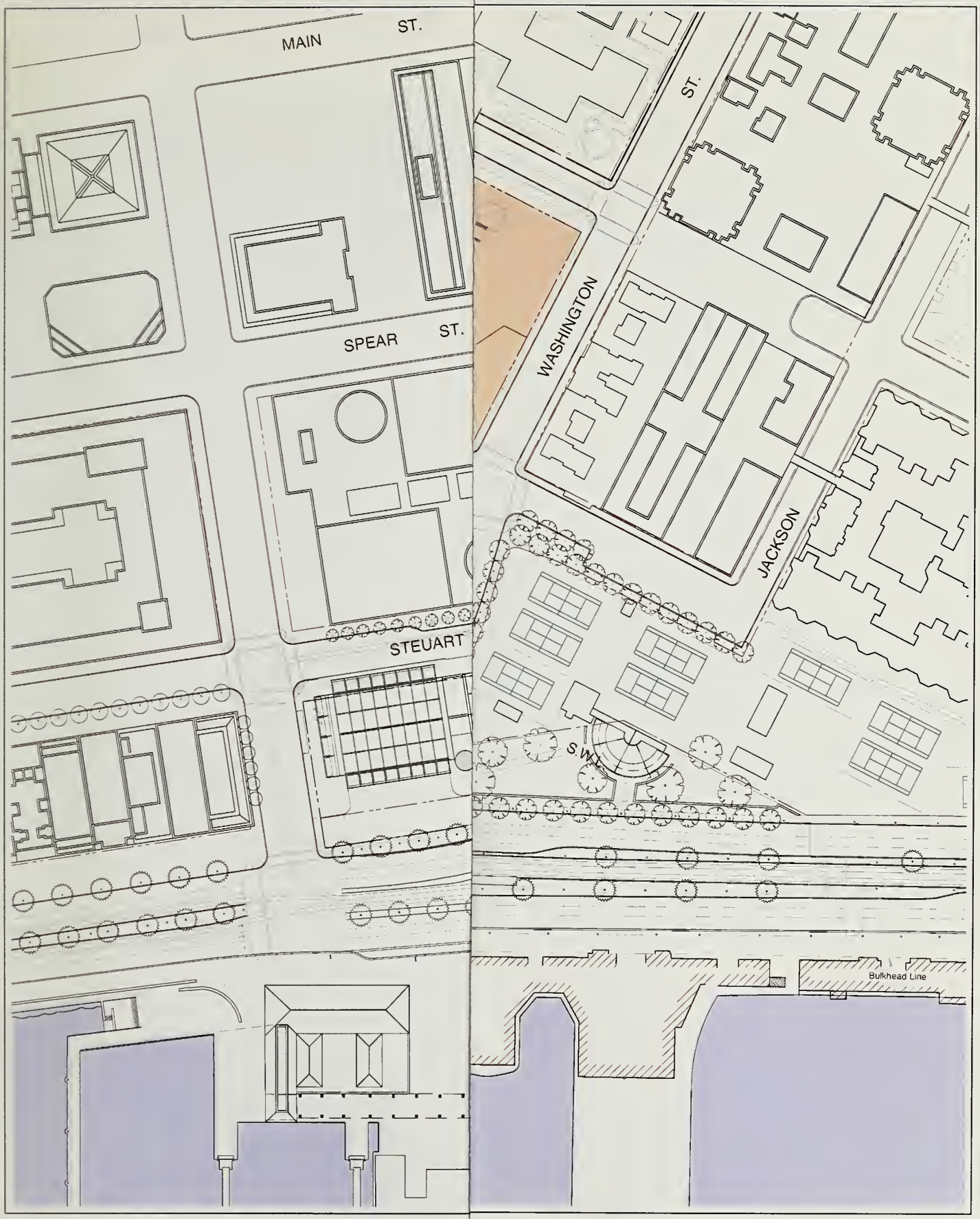
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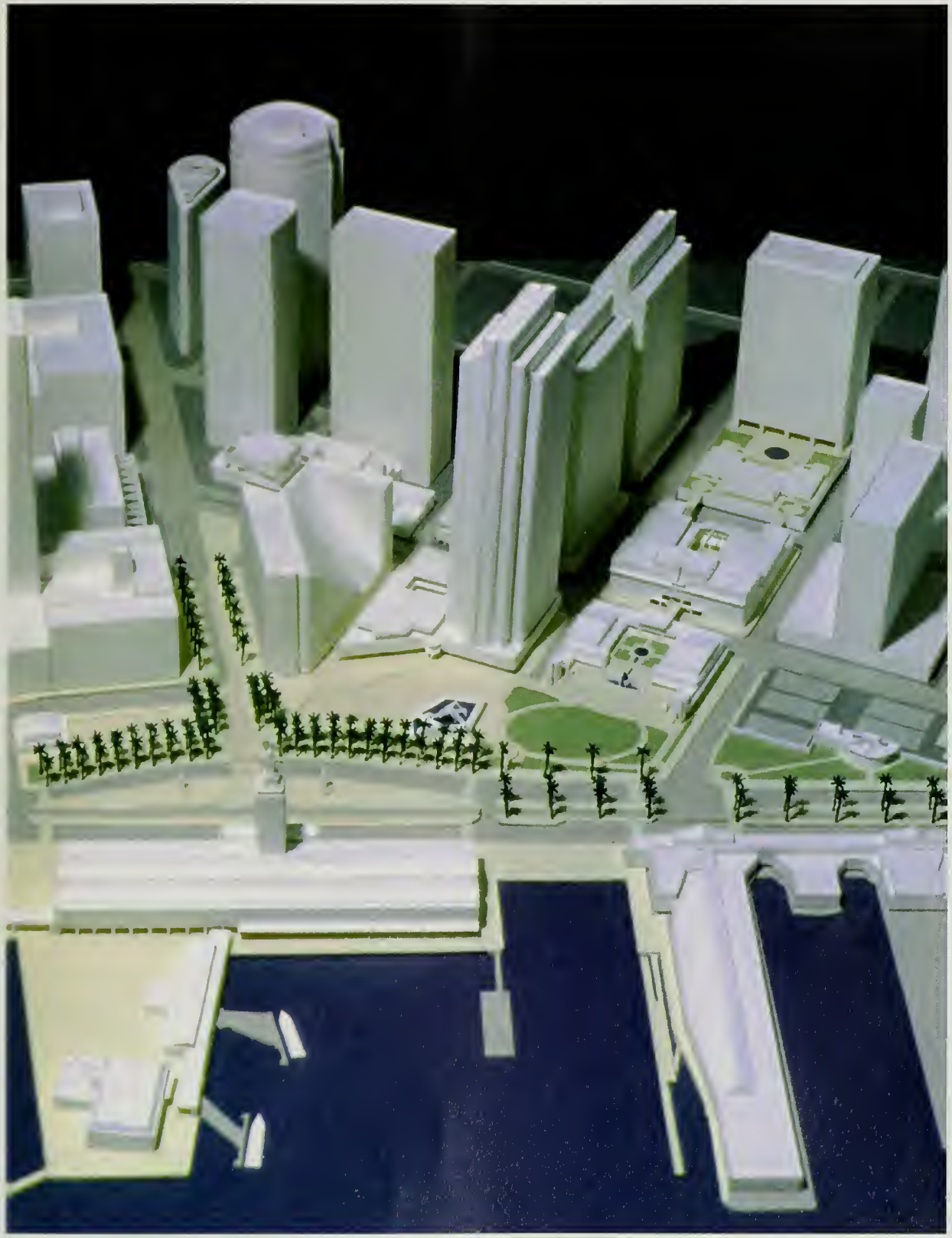
MID-EMBARCADERO

M.H. de Young Memorial Museum Site Selection Study



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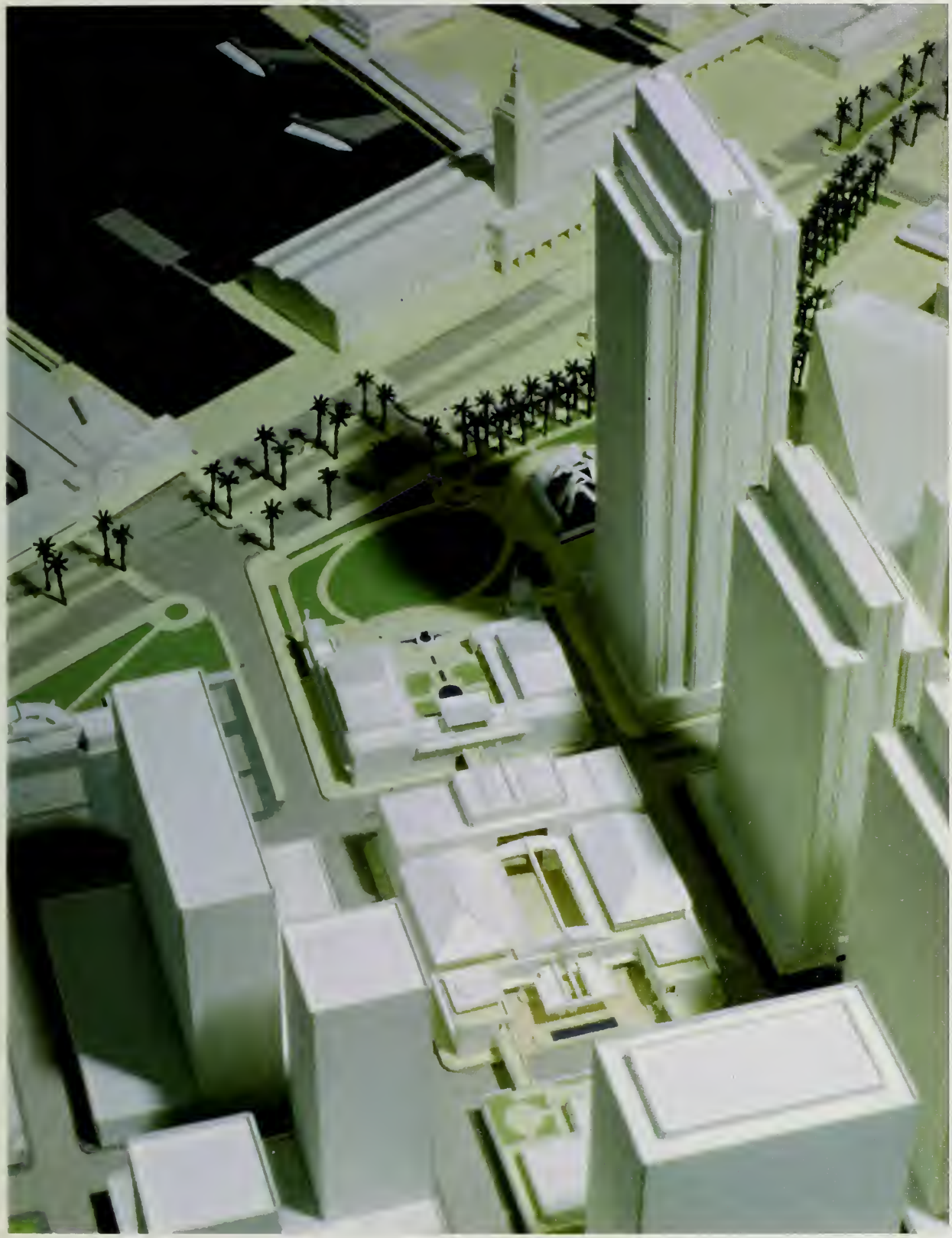

MID-EMBARCADERO

M.H. deYoung Memorial Museum Site Selection Study

Broadway/Embarcadero

The Broadway/Embarcadero site is a three-acre triangular site at the corner of Broadway and Embarcadero, bounded by Front Street to the west and Union Street to the north. Currently, the site consists of two privately owned buildings, a city-owned lot, and four seawall lots controlled by the Port of San Francisco, serving as surface parking lots. A fifth Port-owned lot on the site is ground-leased to a private entity that has constructed a building and leased it to ABC Broadcasting.

The Port-controlled seawall lots are within the Northeast Waterfront Subarea of the Waterfront Land Use Plan and are designated as a Waterfront Mixed Use Opportunity Area, allowing for open space and a variety of commercial uses, including museums. Surrounding the site are smaller-scale offices in the Northern Waterfront district, the Gateway Commons residential development, and the waterfront promenade, which allows for direct bay exposure and views. The character of the site is one of an "edge" between distinct functional areas, giving the site a clear identity. Levi Plaza and Pier 39 are also within close proximity to the site.

Despite being on the fringe of downtown activities, the Broadway/Embarcadero site enjoys a high level of visibility due to the site's exposure to the waterfront promenade, a popular attraction for residents and tourists. Additionally, the Muni "F" line, which will connect downtown to Fisherman's Wharf by using historic streetcars running along the Embarcadero, has the potential of becoming a major tourist attraction and as such could become a popular mode of access to the site.

BROADWAY AT WATERFRONT

M.H. deYoung Memorial Museum Site Selection Study


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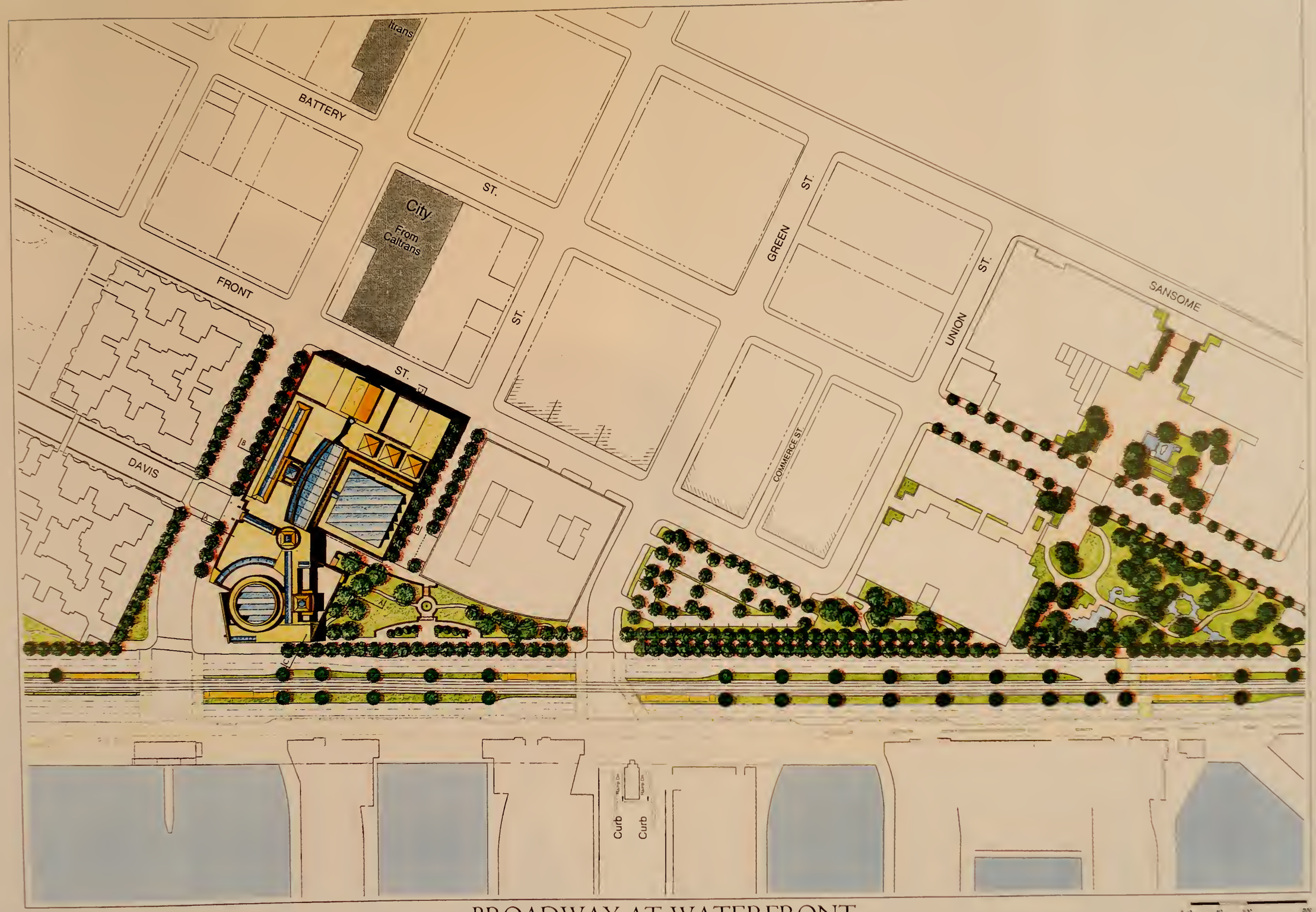
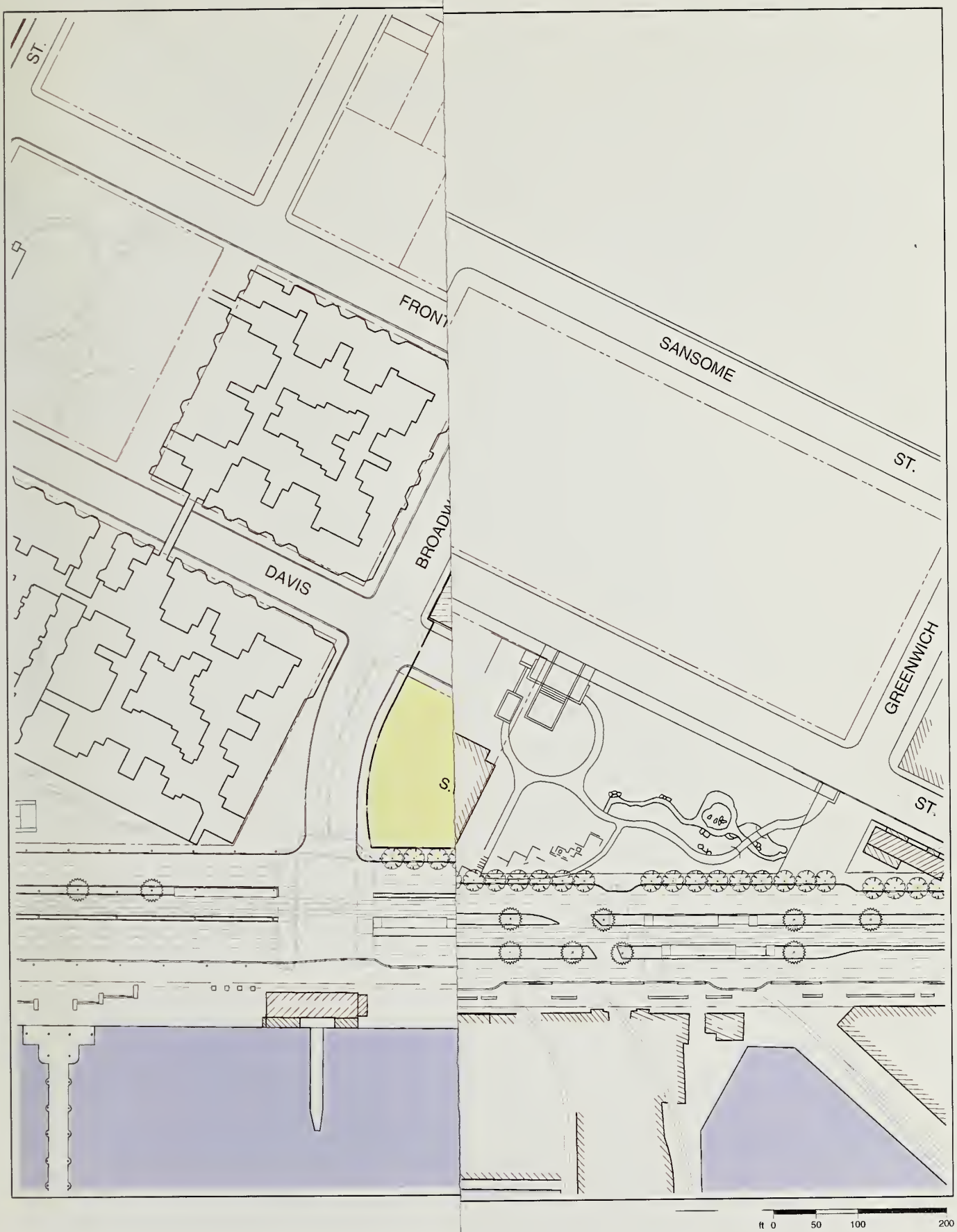


BROADWAY AT WATERFRONT

M.H. de Young Memorial Museum Site Selection Study

Prepared by Sedway Consulting, ROMA Design Group and Associated Consultants.

May 1997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M.H. de Young Memorial Museum Site Selection Study

VI. THE BASIS FOR JUDGMENT: GOAL AND OBJECTIVE-BASED

In January 1997, the Board of Trustees of the Fine Arts Museums of San Francisco adopted a series of goals and objectives which reflected the vision it was seeking for the new de Young Museum. This document included a listing of six goals and corresponding objectives. It was determined that these were the logical points of departure for comparative evaluation of sites and more specifically for the specific criteria against which the sites would be measured.

Based on input from a series of public forums held on the new de Young Museum, two new public interest goals were added: #4 — Enhance the Museum Experience; and #8 — Support the City and County of San Francisco. Finally, a ninth goal was added, somewhat different than the others: #9 — To Assure Project Feasibility. These goals and objectives were used to organize and formulate 45 evaluation criteria to make comparisons among and between the alternative sites. The process went further in technical terms by listing 150 measures (of a numerical and/or statistical nature), here termed factors, which could be used to gain an even clearer insight into the qualities and characteristics of each site.

The time horizon for projecting conditions against which the criteria are applied is five years from now (i.e., 2002), when construction of the new museum building is expected to commence. That is, the setting and conditions that would be prevalent in the area are not those that exist today, but those reasonably foreseeable five years hence.

The listing that follows conveys these site selection determinants. The goals and objectives are those adopted by the Board of Trustees, with corresponding criteria and factors provided by the study team.

For each of these criteria, and in some important instances for the factors themselves, a determination was made for each as to how much the site meets the particular criterion and factor. This is called a "rating" in this study. For purposes of simplicity, these are five points on a continuum: Very High, High, Average, Low, and Very Low. The ratings may reflect mitigating cost, delay, quality, lack of remedy, etc.

Obviously, not all the criteria are of equal importance. Some of the criteria are deemed to be of overriding importance; these are termed generically as "supercriteria." Even among supercriteria, some are more important than others. Hence, for purposes of conveying importance, three different levels, noted by a varying number of asterisks (*), are identified: Critical ***; Highly Significant **; and Significant *. These designations are noted in the following listing of all determinants. Where no asterisk is shown, the criterion is considered as of moderate importance.

Goal 1: To Assure Safety

Objective: Seismic Safety For The Public, Staff And Works Of Art

****Criterion 1.1: Potential of Site/Building for Safety and Seismic Stability of Asset Protection Level*

Factor: Character of soil conditions, including localized geotechnical conditions, including existence of fill, bay mud, sand, rock, etc., and extent of potential for slippage, or liquefaction during a major or great earthquake

Factor: Adequacy of existing building structure for different "design scenarios"

Factor: Potential for affordable structural upgrading or design to meet stringent protection requirements of an art museum

Factor: Risk of damage from seismic events

Factor: Risk of damage from slope instability, groundwater incursion, flooding, etc.

Factor: Absence or extent of underground water or other similar potential risks

Factor: Potential for achieving required structural forms which enhance safety

Objective: A Facility Free From Hazardous Materials

Criterion 1.2: Level of Cost to Abate Hazardous Materials

Factor: Existence of hazardous materials and toxics, including chemical, metal, mineral or other soil contaminations, and extent of pervasiveness, costs of removal, etc.

Objective: A Heating/Ventilation And Air Conditioning System That Is Code Compliant And Of Museum Quality

Criterion 1.3: Ability of Site/Building to Accommodate State-of-the-Art HVAC System

Factor: Size/shape of site/building (250,000 square feet of floor space, exclusive of parking, in 2 - 3 stories, plus one or more subsurface levels)

Objective: Compliance With Electrical Codes And Fire And Life Safety Detection And Suppression Systems

Criterion 1.4: Ability of Site/Building to Comply with Electrical and Fire and Life Safety Codes

Factor: Size/shape of site/building.

**Criterion 1.5: Ability of Emergency Services, Especially Fire, to Respond to Emergency Situations*

Factor: Existence of fire protection access corridors and staging areas

Factor: Distance from nearest fire station

Objective: A State-Of-The-Art Security System

****Criterion 1.6: Ability of Site/Building to Assure Optimum Public Safety*

Factor: Size/shape of site/building

Factor: Level of crime in area

Factor: Orientation of building walls and entrances

Factor: Existence of accessible windows or building openings

Factor: Availability of suitable electrical system in existing building

Factor: Distance from nearest police station

Objective: Improved Art Delivery, Movement And Handling Systems

**Criterion 1.7: Ability of Site/Building to Assure Adequate and Efficient Internal Traffic and Loading Areas*

Factor: Sufficient internal space of an additional 10-20% of building square footage for site access, loading and unloading.

Factor: Configuration of streets and alleys in area

Factor: 'Relationship to major thoroughfares

Factor: Distance from adjacent structures

Goal 2: To Improve Access

Objective: Provide Sufficient Access For All Visitors

*** Criterion 2.1: Museum to be at a Location Which Provides Optimal Accessibility for All Visitors, by Transit, Vehicle, Bicycle or Walking at All Times of the Day and Week*

Factor: Length of time-distance travel for all potential user groups and city residential areas

Factor: Location at a site which provides an appropriate balance of transportation modes

Factor: Proximity to transit systems with sufficient capacity to serve projected visitorship, especially high-capacity, heavy-rail system (e.g., BART)

Factor: Distance from stations or stops of transit system

Factor: Proximity to parking garages with existing remaining vehicular capacity at times of peak museum attendance

Factor: Distance from, or adjacency to, major vehicular, bicycle and pedestrian thoroughfares

Factor: Dependence upon arteries with adequate vehicular capacity not lessened by points of congestion, with immediate access to at least two major streets.

Factor: Number of points of public access, including pedestrian access

Objective: A Fully-Accessible Facility For The Disabled

**Criterion 2.2: Ability of Building to Provide Handicapped-Accessible Approaches, Entries and Other Means of Movement Throughout the Building*

Factor: Size/shape of site/building

Factor: Availability of drop-off points

Factor: Absence of difficult changes in elevation or circuitous pedestrian ways on site and from access points to building

Objective: Improve Public Transportation And Auto Access

***Criterion 2.3: Assure that Museum is Located Within Walking Distance of Parking Spaces and/or Garages Which, with Public Transit, Can Accommodate the Vehicles of a Substantially Increased Number of Museum Visitors*

Factor: On-site capability of off-street parking for 500-900 cars either in separate structure, as

part of museum building, or in nearby existing parking areas.

Factors: See Criterion 2.1, above

Criterion 2.4: Assure That the Functional and Operational Needs of the Museum Are Met for Transfer and Delivery of Works of Art, Supplies and Other Goods and Equipment

Factor: Existence of separate right(s)-of-way and needed turnaround areas for truck loading and other internal museum needs

Factor: Suitability of location of loading and transfer docks

Goal 3: To Accommodate A Growing Art Collection

Objective: To Satisfy Space Requirements Of The Collection Development Plan

**Criterion 3.1: Ability to Accommodate Specialized Areas for Development of Collection*

Factor: Size/shape of site/building

Factor: Opportunity for future expansion of original building size of from 50 - 100%

Objective: To Encourage Donors To Improve And Expand The Collection Through New Gifts And Purchases

**Criterion 3.2: Ability to Convey Sense of Worthiness of Museum and Accommodate Special Areas for Display, Meetings, Liaison, etc., for Potential Donors and Sellers*

Factor: Size/shape of site/building

Factor: Level of amenity of setting

Factor: Absence of conflicts with surrounding elements, including land uses and operating effects

Factor: Absence of adverse environmental conditions, including glare, noise, and wind.

Objective: To Improve Study, Storage And Conservation Areas

Criterion 3.3: Ability to Include Specialized Areas with Varying Needs for Access

Factor: Variation in types of spaces available

Goal 4: To Enhance The Museum Experience

Objective: Expanded Gallery Space For The Permanent Collection

**Criterion 4.1: Potential for Site/Building to Provide Spaces for Galleries and Exhibits which are of Suitable Size, Configuration and Contiguity and which are Substantially Larger than the Current Space Allocated for Each Area*

Factor: Size/shape of site/building

Factor: Configuration of spaces within an existing building

Factor: Existence of future museum expansion space of 50 - 100% increase

**Criterion 4.2: Adequate Ambient Light*

Factor: Number of sides of museum blocked

Factor: Level of shadowing of direct sunlight

Factor: Amount of blockage of north light

Objective: Assure A Pleasurable Experience For Museum-Goers

***Criterion 4.3: Allow Museum to create/project its identity and reflect the vision of welcoming diverse audiences.*

Factor: Availability of site for outstanding design if totally new building

Factor: Building to convey a welcoming and inviting appearance, or be easily adaptable for doing so

**Criterion 4.4: Avoid or Lessen Conflicts with Activities or Physical Conditions in Surrounding Areas*

Factor: Incidence and seriousness of adjacent or proximate land use incompatibilities

Factor: Surrounding physical form appearance seen from exits and windows

Factor: Seriousness of impacts from operating effects of surrounding businesses, facilities or utilities

Factor: Quality of views from building

Factor: Amount of ambient light and air

**Criterion 4.5: Enhancement of Museum-going Amenity*

Factor: Substantial amounts of daylight in public areas and galleries

Factor: Ability to combine visit with visits to other attractions and compatible activities

Objective: Expanded Visitor Services Including A Larger Entryway, Coatcheck Area And Restrooms

Criterion 4.6: Potential for Site/Building to Provide Space Which is Substantially Larger than Current Space for Entryway, Coatcheck Area and Restrooms

Factor: Size/shape of site/building

Objective: An Improved Museum Store

Criterion 4.7: Potential for Site/Building to Provide Space, Suitably Located for Maximum Exposure and Convenience, and Which is Substantially Larger than Current Store

Factor: Size/shape of site/building

Objective: An Improved Cafe

Criterion 4.8: Potential for Site/Building to Provide Space, Suitably Located for Maximum Exposure and Convenience, and Which is Substantially Larger than Current Cafe

Factor: Size/shape of site/building

Factor: Potential for kitchen in existing building

Objective: A Sculpture Garden

Criterion 4.9: Availability of Nearby or Adjacent Open Space with Potential for Use as Sculpture Garden with an Absence of Disturbing Noise, Wind and Glare

Factor: Amount of surrounding open space to buffer an urban setting, if any

Factor: Sufficient space to create a landscaped sculpture garden of approximately 30,000 square feet

Factor: Levels of impacting noise, wind and glare

Goal 5: To Broaden Education Services

Objective: Inclusion Of Multi-Purpose Educational Classrooms And Resource Center (Including Auditorium)

Criterion 5.1: Assure That Site/Building are Sufficiently Large to Accommodate Classrooms and Resource Center, including an Auditorium, and the Potential to Provide Secure Access to Such Facilities at Hours Which May Be Different than Galleries

Factor: Size/shape of site/building

Objective: Expanded Orientation, Information, And Interpretive Spaces/Galleries, Incorporating New Technologies

Criterion 5.2: Ability to Accommodate Technologically Advanced Communication Systems Providing Orientation, Information and Interpretation

Factor: Size/shape of site/building

Objective: An Expanded Library

Criterion 5.3: Ability to Accommodate a Library with Adequate Facilities for Research, Public Use and Contemplative Reading

Factor: Size/shape of site/building

Goal 6: To Attract Popular Temporary Exhibitions To San Francisco

Objective: Reputation As World-Class Facility With Assured Audiences

****Criterion 6.1: Ability to Accommodate and Artistically Stimulate A Large Number of Visitors*

Factor: Size/Shape of Site/Building Suitable for Substantially Increased Attendance

Factor: Potential for Crowd-Handling Efficiency

Objective: Expand Public Art Awareness Through Exposure To New Ideas And Cultures And Assure Secondary Benefits For Surroundings And City

**Criterion 6.2: Potential as an Attraction with a Synergistic Presence Capitalizing on Nearby Activities*

Factor: Extent to which nearby restaurants and hotels benefit

Factor: Projected amounts of increase in hotel taxes

Factor: Potential for visitor base with diversity in character and location

Goal 7: To Maintain Economic Vitality Of Museum

Objective: Design A Cost-Efficient Facility That Will Minimize Operating Expenses

Criterion 7.1: Ability to Concentrate Similar Administrative and Curatorial Activities

Factor: Number of diverse locations of same activity

Factor: Proximity of related activities

Factor: Proximity of FAMSF museums to each other and to administrative center

Objective: Increase Earned Revenue From All Income-Producing Activities, Including Admissions,

Temporary Exhibitions, The Cafe, Bookstore, And Auditorium, Etc., Through Increased Attendance

***Criterion 7.2: Ability of Site to Optimize Revenues by Attracting Visitors for Viewing Art, Patronizing the Bookstore and Cafe, and Event Rental, Within the Capabilities of Likely Visitors to Afford Admission, by Assuring Ease of Access, Public Awareness and Visibility, and Projecting an Inviting Museum "Face"*

Factor: Projected attendance

Factor: Level of public awareness of location

Factor: Income levels of probable visitors

Factor: Proximity of synergistic attractions, including other museums

Factor: Proximity of hotels and other cultural/educational facilities

Factor: Proximity of employment centers

Factor: Proximity of other pedestrian-generating facilities

Factor: Proximity of restaurants

Factor: Proximity of community, recreational and urban services

Factor: Proximity of art galleries dealing in art of similar artists and periods

Factor: Avoidance of proximity of facilities which compete for revenue and may lessen attendance

Factor: Potential for non-museum visitor patronage of store and cafe

Factor: Potential for visibility and prominence of facility

Factor: Potential for conveying welcoming, inviting appearance

Objective: Increase Rental Usage By Outside Groups, Particularly During Non-Public Hours

**Criterion 7.3: Potential for Creating Dramatic, Inviting Event Rental Spaces*

Factor: Quality and number of available views

Factor: Amount of natural light available

Factor: Level of amenity of setting

Factor: Number and convenience of drop-off points for catering and visitors

Factor: Centrality of location for potential users, including local residents, conventioneers, etc.

Factor: Ability to provide access during non-public hours

Goal 8: To Support The City And County Of San Francisco

Objective: Seek A Compatible And Synergistic Relationship With The Museum's Neighborhoods

***Criterion 8.1: Increase Compatibility with Surrounding Areas*

Factor: Compatibility of Land Uses

Factor: Compatibility of Physical Form

Factor: Blockage of Important views

Factor: Points of conflict with traffic movements

Objective: Expand Contributions To The San Francisco Economy

**Criterion 8.2: Extent of Revitalization of Surrounding Areas Consistent with City Programs*

Factor: Potential for Reinforcing Renewal Programs

Factor: Opportunities for Employment Opportunities for City Residents

Factor: Level of Stimulation and Support of Restaurants

Factor: Level of Stimulation and Support of Hotels

Factor: Level of Stimulation and Support of Retailing

Objective: Adhere To Public Policies

**Criterion 8.3: Consistency with City Master Plan, Other Comprehensive Plans, Redevelopment Plans, Zoning and Subarea Plans*

Factor: Recency and Relevance of Planning Policy

Factor: Divergence from Policy

**Criterion 8.4: Public Economic Enhancement*

Factor: Sales and Property Tax Revenues

Factor: Increase in Muni Usage

Goal 9: To Assure Project Feasibility

Objective: Expedite Approval Of Proposed Building

****Criterion 9.1: Avoidance of Legal or Processing Problems*

Factor: Consistency with San Francisco Master Plan and all elements

Factor: Accommodation within existing zoning

Factor: Legal clarity of ownership and tenure

Factor: Number of needed permits

Factor: Complexity of procedures and requirements

Factor: Number of permitting agencies

Factor: Incidence and activities of interest groups

Factor: Potential for litigation

Factor: Implications of city charter

Factor: Implications of federal and state legislation

Factor: Internal administrative requirements of agency with jurisdiction or ownership

Factor: Prominence of roles of advisory or other citizen entities

Factor: Likelihood of meeting fire and building codes

Factor: Level of secondary and indirect costs of securing approvals and of planning, environmental, legal, appraisal, etc., professional costs

**Criterion 9.2: Limiting Costs and Delay of Acquisition*

Factor: Cost of site/building, reflecting relocation and disposition of existing facility, to bear reasonable relationship to benefits from new location

Factor: Availability for acquisition by the city as part of museum project.

Factor: Cost of options or lease payments

Factor: Cost of buying out existing leases

Factor: Cost of exactions or dedications

**Criterion 9.3: Limiting Cost and Delay of Demolition and Construction*

Factor: Cost of, or delay in, demolition

Factor: Cost of construction

Factor: Need for incurring special site-related costs

Factor: Need for meeting special construction requirements

Factor: Cost of architectural services

Factor: Potential for archaeological finds

Criterion 9.4: Limiting Cost and Delay of Relocation

Factor: Necessity for interim museum closure (total or partial) and corresponding loss of revenue

Factor: Level of move-out and move-in costs

Criterion 9.5: Limiting Cost and Delay in Securing Adequate Utilities

Factor: Availability of adequate service by all major utilities

***Criterion 9.6: Availability of Financial Support*

Factor: Potential for grants, subventions, or other financial assistance

Factor: Potential for private contributions

****Criterion 9.7: Likelihood of Voter Approvals (General Assessment Only; No Polling Involved)*

Factor: Levels of neighborhood opposition

Factor: Levels of interest group opposition

Factor: Projected vote outcome

***Criterion 9.8: Potential for Future Expansion in Adjacent Areas/Building*

Factor: Anticipated sites for expansion

Criterion 9.9: Level of Ease of Construction

Factor: Areas for construction equipment operation and movement, existence of disruptive utilities and utility easements, contiguity of potentially interfering structures, and suitable site drainage

Factor: Absence of liens, easements or rights-of-way which could delay development

Factor: Proximity of other buildings which may be adversely affected during construction

VII. FINDINGS ON CANDIDATE SITES

The full reports by each of the firms on the consulting team are included in the appendices. These reports convey in technical terms the application of the criteria to each of the sites. Rutherford & Chekene predominantly addressed the criteria dealing with Safety and Construction Feasibility. Sedway Consulting predominantly addressed the criteria dealing with Safety, Growth, Museum Experience, Exhibits, City Support, and Feasibility. Sedway Group predominantly addressed the criteria dealing with Feasibility and Finances. Swinerton & Walberg predominantly addressed the criteria dealing with Safety and Construction Feasibility. Wilbur Smith Associates predominantly addressed the criteria dealing with Safety, Access, Finances, and City Support. ROMA contributed to addressing criteria dealing with Internal Access, Growth, Museum Experience, Education and Exhibits.

Composite findings are shown in both verbal and graphic form on the two charts on the following pages. Further detail on the findings may be found in the applicable appendix, as noted above.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 1. ASSURE SAFETY				
1.1 Art Asset Protection***	Severe seismic shaking; shallow foundations; conventional excavation support.	High seismic shaking; deep pile foundations; special excavation support & dewatering; potential CalTrain extension.	High seismic shaking; deep pile foundations; special excavation support & dewatering.	High seismic shaking; deep pile foundations; special excavation support & dewatering.
1.2 Hazardous Materials	$100,000 cost below grade and $2,500,000 cost in existing structures.	With station: $3,000,000 cost below grade and $100,000 cost in existing structures; without station: $4,900,000 and $100,000, respectively.	$4,000,000 cost below grade.	$4,600,000 cost below grade and $100,000 cost in existing structures.
1.3 HVAC System	Current technology can provide desired level of filtration, humidity control, heating, and air conditioning. Cleaner air.	Current technology can provide desired level of filtration, humidity control, heating, and air conditioning.	Current technology can provide desired level of filtration, humidity control, heating, and air conditioning.	Current technology can provide desired level of filtration, humidity control, heating, and air conditioning.
1.4 Safety Codes	Site served by adequate utilities to provide fully operational electrical, fire protection, and life safety systems.	Site served by adequate utilities to provide fully operational electrical, fire protection, and life safety systems.	Site served by adequate utilities to provide fully operational electrical, fire protection, and life safety systems.	Site served by adequate utilities to provide fully operational electrical, fire protection, and life safety systems.
1.5 Emergency Services*	2/3 mi. from Station 31; uncongested travel path.	Greatest possibility of congestion en route.	1/3 mile from Station 13; direct travel path.	1/2 mile from northeast station; could encounter congestion.
1.6 Public Security***	Poor visitor security; secluded site.	Adequate security; highly visible site; many passing drivers.	Excellent security enhanced by adjacent sites and private personnel.	Secure site, somewhat removed from downtown activities.
1.7 Site Traffic/Loading*	Best dedicated loading area; only one approach path.	Loading not defined; one-way approach streets.	Private loading facility; arterial approach from all directions.	Semi-private loading area, only two approach arterials.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 2. IMPROVE ACCESS				
2.1 Public Accessibility***	Limited local, no regional transit; insufficient parking.	Best local, regional bus access; good parking supply.	Best BART, ferry access; plentiful weekend parking.	Long walk from most transit; limited parking nearby.
2.2 Handicapped Access*	No major obstacles; drop-off uncertain.	No major obstacles; busy intersections.	No major obstacles.	No major obstacles.
2.3 Transit Access**	Few transit lines within walking distance.	Many lines, carriers stop nearby.	Closest site to BART, ferry, and Muni Metro stations.	Only four local, no regional transit lines nearby.
2.4 Parking Access**	Limited existing parking supply.	Good weekday, best weekend parking supply.	Best weekday, good weekend parking supply.	Limited parking supply.
2.5 Operational Needs	Best private loading opportunity.	Has adjoining alleyways; on-site loading not clear.	Private loading facility easily includable.	Semi-private loading facility includable.
Goal 3. Accommodate Growing Collection				
3.1 Collection Development*	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
3.2 Worthiness for Donors*	Quality of tradition.	Central Site	Quality setting.	High Identity.
3.3 Specialized Areas	Easily provided.	Easily provided.	Easily provided.	Easily provided.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 4. Enhance Museum Experience				
4.1 Exhibit Gallery Size*	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
4.2 Ambient Light*	Good ambient light; trees at north, morning fog banks.	Good southern exposure; existing and potential surrounding skyscrapers.	Limited direct sunlight in winter; open to east	No building mass nearby; constant direct sunlight.
4.3 Identity/Image**	Historic site; natural setting; diversity of park users; building design limitations.	Diverse urban texture and high vehicular activity; "oasis" and open quality unlikely; embryonic environment.	High visibility from, and outlet to, waterfront; impinging office and residential development.	Opportunity for building mass distinct from surroundings.
4.4 Environs Conflicts*	Highly compatible physical setting; highly incompatible functional setting.	Conflicts with area's basic land uses and transportation function; featureless yet dense urban setting affects appearance and environment.	Quality urban setting; potential conflicts between three adjacent disparate land uses.	Highly compatible use, no serious adverse impact on historic uses.
4.5 Environmental Amenity*	Attractive setting and distinctive park amenities.	Close to variety of San Francisco attractions; traffic adversely impacts function.	Variety of urban amenities; attractive man-made and waterfront setting.	Pleasant tranquil setting; near Jackson Square area and Walton Square Park.
4.6 Entry Area Size	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
4.7 Museum Store Size	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
4.8 Museum Cafe Size	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
4.9 Adjacent Open Space	Sculpture garden can be accommodated; park and open setting ideal for viewing sculpture.	Sculpture garden can be accommodated nearby; noise and glare may be a problem.	Sculpture garden could abut museum in park-like setting; sporadic wind and glare.	Sculpture garden in courtyard; noise and wind at times.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 5. Broaden Educational Services				
5.1 Learning Spaces	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
5.2 Advanced Technology	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
5.3 Library Size	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.	Program requirements can be met.
Goal 6. Attract Popular Exhibitions				
6.1 Visitor Accommodation*	Anticipated to decline.	Substantial increase.	Substantial increase.	Moderate increase.
6.2 Environs Synergy*	Related to clustered public facilities; highly compatible natural physical setting.	Limited current synergy; planned cultural complex/corridor.	Synergistic presence with related attractions and visitor-serving uses.	Synergy poor; removed from urban downtown activities.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

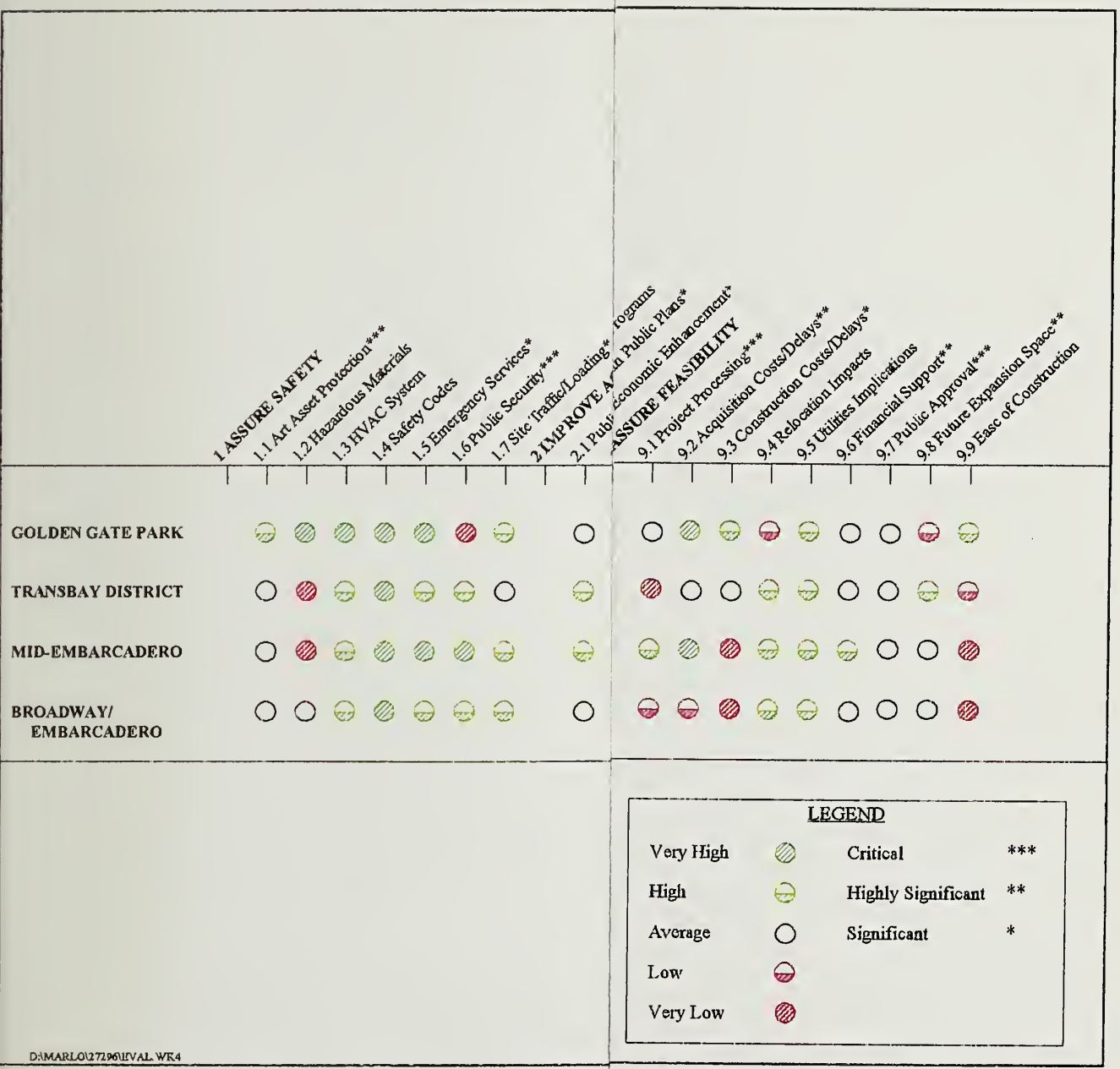
Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 7. Maintain Museum Finances				
7.1 Locational Efficiency	Administrative and curatorial activities combined; distant from city core business.	Administrative and curatorial activities combined; Legion of Honor distant.	Administrative and curatorial activities combined; Legion of Honor distant.	Administrative and curatorial activities combined; Legion of Honor distant.
7.2 Museum Revenues***	Very limited hotel supply nearby; declining revenue from residents.	Most hotel rooms within 1-mile radius; resident admissions high.	Good supply of nearby hotel rooms; resident access excellent.	Moderate accessibility to hotel rooms and local access.
7.3 Rental Revenues*	Convention Center distance lessens attraction.	Traffic and environment reduces appeal, offset in part by Convention Center proximity.	Access and setting increase rates and revenue.	Waterfront setting increases festive quality.
Goal 8. Support San Francisco				
8.1 Compatible Surroundings**	Highly compatible physical setting; increasingly incompatible functional setting.	Poor compatibility with uses and form; future station proposal is obstacle; cultural concentration uncertain.	High admixture of uses; area's pervasive dynamism fosters accommodation.	Highly compatible use and form.
8.2 Consistency with City Programs*	Intensification of nearby residential uses undesirable; purported harmful effects on recreation.	Museum consistent with plan would galvanize area and jump-start revitalization.	Link along waterfront, bridge connecting projects; frame for Ferry Plaza.	Site neutral in effect; impedes Port revenue goals for site.
8.3 Consistency with Public Plans*	New Golden Gate Park Plan and EIR rejects museum's symbiosis.	City, downtown, and Transbay plans accommodate cultural activity; CalTrain extension doesn't.	Open space until public use is identified.	Use, height, and scale consistent with policy.
8.4 Public Economic Enhancement*	Negligible effect.	$40K annual increase in Muni revenues; art center catalyst.	$40K annual increase in Muni revenues; sales increase at Embarcadero Center.	$40K annual increase in Muni revenues; occupies possible hotel or commercial site.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 9. Assure Project Feasibility				
9.1 Project Processing***	New building or slight move eastward could trigger complex process; Art, Rec. and Park, Planning Commissions must approve design; need EIR.	May defy emerging Peninsula Joint Powers Board policy; need Caltrans, Planning Commission, and Board of Supervisors approvals.	Redevelopment could gain jurisdiction; otherwise, city-owned land needs standard approvals; might use ongoing EIR.	Port Commission key to approval; historic district may involve Landmarks Board.
9.2 Acquisition Costs/Delay**	Current site; no cost of acquisition.	Estimates are highly speculative and dependent on political decisions; best case cost is zero, worst case is $20.6 million.	City-owned or ownership transfer in process; no cost of acquisition.	Purchases and ground lease involved; ABC building expensive; tenant relocation costs involved.
9.3 Construction Costs/Delay*	Least complex if Asian Art Museum move is timely.	With rail station: after station is built, up to six months for asbestos abatement, demolition, and removal of contaminated soil; without rail station: up to eight months.	Up to six months additional for cross lot bracing and removal of contaminated soil, plus normal construction.	Up to eight months added for asbestos abatement, building demolition, cross lot bracing, and removal of contaminated soil.
9.4 Relocation Impacts	Two moves plus storage; temporary transitional transfer to Asian Art Museum possible.	Standard move.	Standard move.	Standard move.

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY EVALUATION COMMENTS

Goal/Criterion	Golden Gate Park	Transbay Terminal	Mid-Embarcadero	Broadway/Embarcadero
Goal 9. Assure Project Feasibility (continued)				
9.5 Utilities Implications	Adequate existing services; liquefaction risk to off-site services.	Adequate services and nearby steam; liquefaction risk; potential relocations.	Adequate services and nearby steam; liquefaction risk; potential relocations; abandoned pump station.	Adequate services; liquefaction risk; potential relocations.
9.6 Financial Support**	Limited potential financial support, except possibly certificates of participation.	Potential for certificates of participation.	Potential for tax-increment financing or certificates of participation.	Limited potential for revenue bonds through the Port, or certificates of participation.
9.7 Public Approval***	Voter approval conjectural.	Voter approval conjectural.	Voter approval conjectural. Tax increments may require redevelopment area inclusion.	Voter approval conjectural.
9.8 Future Expansion Space**	No expansion possible.	Good expansion possibilities.	Average expansion possibilities.	Lands on seawall parcel to the north could be used for parking; other outparcels may become available.
9.9 Ease of Construction	Good site to build on with well drained soil, direct truck access, open cut excavation, and low water table.	Fair site to build on, with contaminated soil, thin layer of bay mud, downtown restrictions on deliveries and noise.	Difficult site to build on with contaminated soil, thick layer of bay mud, downtown restrictions on deliveries and noise, cross lot bracing, and high water table.	Difficult site to build on with contaminated soil, thick layer of bay mud, downtown restrictions on deliveries and noise, cross lot bracing, and high water table.



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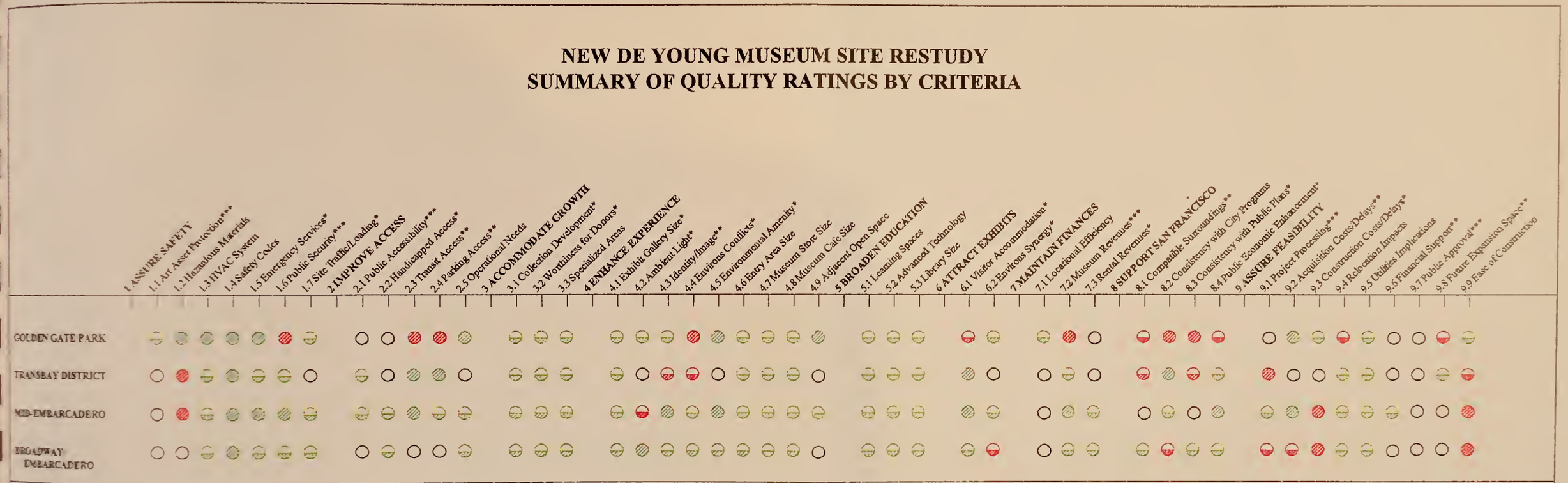
NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY OF QUALITY RATINGS BY CRITERIA



LEGEND

Very High		Critical	***
High		Highly Significant	**
Average		Significant	*
Low			
Very Low			

VIII. CONCLUSIONS AND RECOMMENDATION

The Golden Gate Park site, a passive setting offering visitors a retreat into nature along with a museum visit, is the historic home of the museum since its creation a century ago. This tradition has had a powerful influence on the perceptions of a public considering a new museum site.

The building housing the museum is structurally unsound and has been altered several times. More importantly, however, the park museum site suffers from the most serious of all drawbacks for any major museum — waning attendance. This is directly attributable to poor access, with prospects of its worsening decline. Most city officials are fully cognizant of this and eager to have a first-rate fine arts museum. Hence, they have largely supported efforts at leaving the park. The trustees of the museum are responsible for improved access under a provision of the City Charter, Section 5.105, which states that "the Board of Trustees of the Fine Arts Museums of San Francisco shall assure that the Museums are open, *accessible* and vital contributors to the cultural life of the City and County, and that the Museum's programs bring art appreciation and education to *all of the people* of the City and County" (emphasis added).

The de Young Museum is literally and figuratively at a crossroads. In a literal sense, it is tied immutably to the intersection of Kennedy and Tea Garden drives and their parking. In a figurative sense, the crossroads is different but just as challenging. In one direction, there may be modest attempts at increasing transit access, but with limited prospects of success. In the other, the museum would move into the new millennium with a much brighter future.

In confronting the future of museums, a plea is often heard to "think outside the box," i.e., avoid the pitfalls of conventional approaches. This has special meaning for the Fine Arts Museums of San Francisco. It is now saddled with a conventional museum building box which is deformed and ultimately unsafe. It is also, as of the last election, consigned to a conventional park box where it is to some extent unwanted and unreachable. Hence, the de Young must not only "think outside the box" regarding future programs, it must also move outside the boxes in which it now resides.

The findings of this study fully confirm this. The analysis and evaluations were conducted by a host of impartial specialists, each of whom gave their own expert independent ratings to the criteria, as applied to the four finalist sites. The results are shown on the following tables.

The existing de Young Museum came in <u>last</u> in the ratings, and by a wide margin — about 20 percent below the top-rated site. The criteria of special significance ("supercriteria") which are given somewhat greater weight, and in which the museum in the park scored notably lower than any of the other sites, were the following: public security (the police subarea in which it is located is among the worst in the city); public accessibility; transit access; parking access; environs conflicts; visitorship; museum revenues; rental revenues; compatibility with surroundings; consistency with city programs

NEW DE YOUNG MUSEUM SITE RESTUDY
SUMMARY OF WEIGHTED POINT RATINGS BY GOAL AND TOTAL SCORES

	1. ASSURE SAFETY	2. IMPROVE ACCESS	3. ACCOMMODATE GROWING COLLECTION	4. ENHANCE MUSEUM EXPERIENCE	5. BROADEN EDUCATIONAL SERVICES	6. ATTRACT POPULAR EXHIBITIONS	7. MAINTAIN MUSEUM FINANCES	8. SUPPORT SAN FRANCISCO	9. ASSURE PROJECT FEASIBILITY	TOTAL SCORES	RANK ORER
Golden Gate Park	67	37	36	85	12	18	19	18	92	**384**	**4**
Transbay District	66	82	36	59	12	24	36	31	74	**420**	**3**
Mid-Embarcadero	78	72	36	71	12	27	45	40	95	**476**	**1**
Broadway/Embarcadero	71	55	36	82	12	18	38	42	69	**423**	**2**

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and plans; ability to enhance the public economy; problems in approval processing of the project; museum relocation costs and delay; and future expansion. It ranked highest in HVAC (fresher air reduces cost); operational needs (closer to the Legion, which is also a drawback); adjacent open space; and ease of construction.

The Transbay District was the subject of a special study in which almost a dozen options were devised. These were first narrowed to two, one involving the Transbay Terminal block itself bounded by Mission, Howard, First and Fremont called Fremont Square, and the other the block to the west, called Natoma Green in the Transbay Concept Plan. It was determined that the Natoma Green block, bounded largely by private lands, would confine and isolate the museum in the middle of the block, with high vulnerability to the development surrounding it. For this reason, the focus of analysis was placed on the Transbay Terminal block.

The Transbay Area functions as a major transportation service entry into the city. The dominant feature of the site at present is its bracketing traffic, including most importantly afternoon outbound traffic on First Street. This can reach bottleneck levels in number of autos seeking access to the Bay Bridge along a street not originally designed to accommodate the traffic previously accommodated by several viaducts. The Transbay plan prepared by the city conveys the district's image as a new frontier, embryonic and malleable, and dominated by a mixture of uses. This diverse, diffuse and amorphous area includes a potential for an exciting extension of a cultural or arts district, but the vision of an east-west arts corridor remains ill-defined.

This area scored approximately 13 percent lower than the highest rated site, and came in third, although by less than three percent over the second ranked site, among the four sites. Among the criteria in which it scored notably lower than any of the others were the following: site/traffic loading, operational needs, identity/image, environmental amenity, and project processing.

Some of these low ratings are attributable to the locational conflict with the proposed CalTrain Extension and to the continuing state ownership of the land. There is no question that were the city to reject the extension from Fourth and Townsend streets, the extension would become infeasible and probably would also be rejected by the Joint Powers Board (which would likely not wish to impose its views on a neighboring jurisdiction). Moreover, just as with freeways, the cooperation of the local government in which the project is located is essential. Were a decision made rejecting the extension, there still would be a negative public reaction to constructing a museum which foreclosed for all time future consideration of this project. This could affect a special gift or legislation transferring title to the land. All of the means for coexistence with the underground station have been explored. However, the timing and cost/financing uncertainty eliminates any near-term joint configuration. It is also impossible to predict the timing of a transfer of title to the land.

The Broadway/Embarcadero site is located in a largely low-scale, open, somewhat remote and poorly identifiable site, which, however, benefits from significant waterfront exposure. It is also the gateway to the Broadway corridor, which may soon be a focus for the city in removing the tawdry uses along Upper Broadway, just before Columbus Avenue. Hence, a transition could be made from a cultural to an entertainment center, a logical nexus. The Port

Authority has a major interest in the area and jurisdiction over several of the seawall lots which partially constitute the site. Although its plans for the area remain indefinite, it has traditionally viewed this area as a major development opportunity on the landward side of the Embarcadero. Hence, it remains questionable whether its approval of the museum on the site would be easy to secure.

The criteria which have a notable impact on the lowering of ratings for this site include the following sole lowest ratings: synergy with environs uses, and acquisition costs and delay due to internal private ownerships. It is highest in ambient light, consistency with public plans, and compatibility with surroundings. This site is similar to the Transbay District in overall rating, being less than three percent higher than that site's rating.

The highest rated site is the Mid-Embarcadero site. The site is near the heart of Downtown in a setting which acts in a sense as a grand "foyer" for the city. It abuts a major transportation gateway, with increasing ferry access, a BART station, the Muni F Line, and the Muni LRT. Because it is directly adjacent to the Ferry Building, the major public access area to the Bay, it shares that cherished building's exposure and resulting patronage, also having the advantage of adjacent employment centers at the Embarcadero Center, Market Street and the eastern end of the Financial District. A museum would be among a host of highly diverse uses at the confluence of recreational, office, retail, residential, entertainment and civic facilities.

The site is sole highest in emergency services, public security, public economic enhancement, project processing, and financial support. It shares the highest rating for 19 other criteria. It has the sole lowest rating for only one criterion: ambient light. This site ranks nine percent higher than the second ranked site and 21 percent higher than the bottom-ranked site.

Because of its substantial favorability over the other sites, the Mid-Embarcadero site is recommended as the most desirable site for the new de Young Museum.